



# THE BROKEN PROMISE: BENEFITS DERIVED BY WOMEN FROM THE 10 PER CENT AGRICULTURAL BUDGET ALLOCATION IN SEVEN COUNTRIES IN EAST AND SOUTHERN AFRICA



**Poverty-Environment Action**  
*for Sustainable Development Goals*





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# ABOUT UN WOMEN

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# TABLE OF CONTENTS

<b>ABBREVIATIONS</b>	<b>VIII</b>
<b>EXECUTIVE SUMMARY</b>	<b>IX</b>
<b>1.1 INTRODUCTION</b>	<b>1</b>
1.1.1 Background and problem statement	1
1.1.2 Purpose of the study	3
1.1.3 Objectives and expected outputs of the study	3
1.1.4 Definition of concepts	3
<b>2.1 STUDY METHODS</b>	<b>5</b>
2.1.1 Overall approach	5
2.2.1 Methodological approaches	5
2.3.1 Areas of study	5
2.4.1 Literature review	5
2.5.1 Key informant interviews	5
2.6.1 Information processing, analysis and reporting	6
2.7.1 Challenges	6
<b>3.1 SUMMARY OF FINDINGS OF THE STUDY AND GENDER ANALYSIS OF NATIONAL AGRICULTURE INVESTMENT PLANS</b>	<b>7</b>
<b>4.1 BURUNDI</b>	<b>9</b>
4.1.1 Background and agricultural policy	9
4.2.1 Gender analysis of the National Agriculture Investment Plan	10
4.3.1 Public expenditure analysis	12
4.4.1 Access to finance	13
4.5.1 Women's empowerment along the agricultural value chains	13
4.6.1 Leadership in the community	15
4.7.1 Challenges and areas of improvements	15
4.8.1 Conclusions	15
4.9.1 Recommendations	16

<b>5.1</b>	<b>ETHIOPIA</b>	<b>17</b>
5.1.1	Introduction and background	17
5.2.1	Gender analysis of the National Agriculture Investment Plan	17
5.3.1	Public expenditure analysis	18
5.5.1	Leisure time	23
5.6.1	Women and the Climate-Resilient Green Economy initiative	23
5.7.1	Challenges and areas of improvements	24
5.8.1	Conclusions	24
5.9.1	Recommendations	24
<b>6.1</b>	<b>MALAWI</b>	<b>26</b>
6.1.1	Introduction	26
6.2.1	Background	26
6.3.1	Gender analysis of the National Agriculture Investment Plan	28
6.4.1	Public expenditure analysis	28
6.5.1	Agricultural value chains and women's empowerment	29
6.6.1	Challenges and areas of improvements	31
6.7.1	Conclusions	31
6.8.1	Recommendations	31
<b>7.1</b>	<b>TANZANIA</b>	<b>33</b>
7.1.1	Introduction	33
7.2.1	Background	34
7.3.1	Gender analysis of the Tanzania Agriculture and Food Security Investment Plan and its linkages to Tanzanian agricultural policy	35
7.4.1	Public expenditure analysis	37
7.5.1	Agricultural value chains and women's empowerment	39
7.6.1	Climate change, climate-smart agriculture and the climate-smart national policy environment	40
7.7.1	Challenges and areas of improvements	41
7.8.1	Conclusions	41
7.9.1	Recommendations	42
<b>8.1</b>	<b>UGANDA</b>	<b>43</b>
8.1.1	Introduction, background and Comprehensive Africa Agriculture Development Programme processes in Uganda	43

8.2.1	Participation of women in agriculture	43
8.3.1	Gender analysis of the Agriculture Sector Strategic Plan	44
8.4.1	Public expenditure analysis	45
8.5.1	Climate-smart agriculture in the context of the Agriculture Sector Strategic Plan	46
8.6.1	Challenges and areas of improvements	48
8.7.1	Conclusions	49
8.9.1	Recommendations	50
<b>9.1</b>	<b>ZAMBIA</b>	<b>51</b>
9.1.1	Introduction, background and the agricultural sector in Zambia	51
9.2.1	Gender analysis of the National Agriculture Investment Plan	52
9.3.1	Public expenditure analysis	52
9.4.1	Agricultural value chains and women's empowerment	54
9.5.1	Climate-smart agriculture	55
9.6.1	Challenges and areas of improvements	55
9.7.1	Conclusions	56
9.8.1	Recommendations	56
<b>10.1</b>	<b>ZIMBABWE</b>	<b>58</b>
10.1.1	Introduction and background	58
10.2.1	Gender analysis of the Zimbabwe Agriculture Investment Plan	59
10.3.1	Public expenditure analysis	61
10.4.1	Women's empowerment and value chains	62
10.5.1	Climate-smart agriculture	63
10.6.1	Challenges and areas of improvements	64
10.7.1	Conclusions	65
10.8.1	Recommendations	65
<b>11.1</b>	<b>OVERALL CONCLUSIONS AND RECOMMENDATIONS</b>	<b>66</b>
11.1.1	Conclusions	66
11.2.1	Recommendations	67
	<b>BIBLIOGRAPHY</b>	<b>69</b>

# ABBREVIATIONS

ASSP	Agriculture Sector Strategic Plan
AUC	African Union Commission
BEAT	Barefoot Education for Afrika Trust
CAADP	Comprehensive Africa Agriculture Development Programme
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CNAC	National Confederation of Coffee Growers
FAO	Food and Agriculture Organization of the United Nations
FRA	Food Reserve Agency
GDP	gross domestic product
GFP	gender focal person
GRB	gender-responsive budgeting
MDA	ministry, department and agency
NAIP	National Agriculture Investment Plan
PNIA	Plan National d'Investissement Agricole
TAFSIP	Tanzania Agriculture and Food Security Investment Plan
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WEAI	Women's Empowerment in Agriculture Index
ZAIP	Zimbabwe Agriculture Investment Plan

# EXECUTIVE SUMMARY

## Background

The African Union Commission (AUC) adopted the Maputo Declaration (2003), which was to be implemented through the Comprehensive Africa Agriculture Development Programme (CAADP)(2003) and was reiterated in the Malabo Declaration.<sup>1</sup> African governments committed themselves to allocating at least 10percent of their national budgets to agriculture to achieve annual growth of 6 per cent in the agricultural sector. However, since the signing of the Maputo Declaration (2003) and the subsequent implementation of the policy framework at national level through the National Agriculture Investment Plans (NAIPs), very few countries have attained or surpassed the 10percent threshold.<sup>2</sup>

Women in Eastern and Southern Africa form 60 per cent of the population that is dependent on agriculture for their own and their families' livelihoods.<sup>3</sup> Women spend more hours than men working on the land performing agricultural activities, either as members of an agricultural family or as casual labourers. Their work is not usually accounted for in the national statistics, as it is not considered 'real work', yet the work performed by women is essential to the fabric of society. Because of the non-recognition of women's work, they have not received equal access to resources. The lack of resources is compounded by the fact that women lack information and thus fail to compete for resources at the same level as their male counterparts. This creates barriers to how women receive and utilize the information that is provided by agricultural extension services. These services are not tailored to women as, in most cases, women are not considered farmers. If such information is made available to women, they often cannot participate as they have to balance this with their gender-specific roles.

To close the gap between men and women, it is important to move beyond agricultural production and

productivity to other aspects of the agricultural value chain, including food systems. Women are more involved than men in the area of food systems, and a focus on food system aspects will reduce the gender gap. Another strategy that would assist in closing the gender gap in agriculture is to make a deliberate effort to focus on women. The proposed focus on women will provide opportunities for them to learn from each other and contribute to empowerment.

The lack of data on women and gender in the agricultural sector in general and specifically on the 10per cent budget allocation led the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) to commission a study to analyse the agricultural budgets and policies of seven countries in Eastern and Southern Africa(Burundi, Ethiopia, Malawi, Uganda, the United Republic of Tanzania, Zambia and Zimbabwe) to establish and document whether or not women smallholder farmers had derived any benefits in line with the tenets of the Maputo Declaration (2003) and the Malabo Declaration.<sup>4</sup>

Agriculture forms the backbone of the economies of most sub-Saharan African countries.<sup>5</sup> Most of the countries dependent on agriculture still have a large number of smallholder subsistence farmers who grow the bulk of the food. In Africa, it is estimated that 70 per cent of farmers are smallholders and that they generate 90per cent of the food produced on the continent. According to the World Bank, agriculture contributes an average of 18 percent to gross domestic product and provides about 70 percent of employment in sub-Saharan African countries, hence the adage that it is the engine of growth and development in this region<sup>6</sup>. Most of the smallholder farming in sub-Saharan Africa is practised by women.

It is increasingly acknowledged that agriculture on the continent cannot develop without taking into account the role of women and how they engage and benefit from the public resources at national level.

1 AUC, 2014

2 The only countries to have attained or surpassed the target are Burkina Faso, Burundi, the Democratic Republic of the Congo, Ethiopia, Ghana, Guinea, Madagascar, Malawi, Mali, Niger, Senegal, Zambia and Zimbabwe.

3 FAO, 2011

4 AUC, 2014

5 Matondi (2013)

6 <https://www.worldbank.org/en/topic/agriculture/overview>

Research contends that women and gender issues, especially in agriculture, are on the global agenda in the context of food security, poverty reduction and meeting the Sustainable Development Goals.<sup>7</sup> It has been noted that, despite the strong pronouncement at various levels, women have missed out and continue to miss out on opportunities in terms of access to and the distribution of resources in both the private sector and the public sector.

Past efforts aimed at closing the gender gap at both international level and African Union member state level have had mixed outcomes, but they have not fully realized the role of women in economic development. It has also been acknowledged that central governments bear the fiscal responsibility of ensuring that all sectors of the economy, including the agricultural sector, with an emphasis on smallholder farmers who are generally women, are equally recognized and receive a fair share of national resources including finance. This reasoning resulted in the AUC adopting the Maputo Declaration (2003), which was to be implemented through the CAADP (2003) and was reiterated in the Malabo Declaration (2014). African governments committed themselves to allocating at least 10 per cent of their national budgets to agriculture to achieve annual growth of 6 per cent in the agricultural sector.<sup>8</sup>

However, since the signing of the Maputo Declaration (2003), and the subsequent implementation of the policy framework at national level through the NAIPs, it has been documented that very few countries have attained or surpassed the 10 per cent threshold.<sup>9</sup> UN Women sought to analyse and document the agricultural budgets of countries in Eastern and Southern Africa: Burundi, Ethiopia, Malawi, Zambia and Zimbabwe. This study is important to fulfilling UN Women's mandate to identify gender gaps in agricultural plans, policies and budgets, and promote the empowerment of women in the agricultural sector. A gender analysis of the 10 per cent budget allocations will thus assist in determining if the strategies that African Union member states apply actually have a positive overall effect on women's empowerment.

7 Matondi (2013)

8 AUC, 2003; 2014

9 The only countries to have attained or surpassed the target are Burundi, Burkina Faso, the Democratic Republic of the Congo, Ethiopia, Ghana, Guinea, Madagascar, Malawi, Mali, Niger, Senegal, Zambia and Zimbabwe.

## Purpose of the study

The aim of the study was to carry out an in-depth analysis of whether or not the budget allocation to the agricultural sector took into account the needs of women smallholder farmers and whether or not this allocation had had an impact on their socio-economic development, thus closing the gender gap in agriculture.

## Study methods

A number of methods were employed to enable wider collection of information from various sources for a comprehensive and evidence-based assessment of the benefits derived by women from the 10 per cent budget allocation to agriculture. A mix of methods were used as part of triangulation. Both quantitative and qualitative methods were used. The quantitative part of the assessment consisted of using secondary data to plot graphs to describe aspects of the macroeconomic characteristics of the countries' budget allocations. The qualitative part was in the form of comprehensive interviews with key informants drawn from public institutions and women's and farmers' organizations. Data sources included secondary sources, such as relevant government documents.

The generic instrument was an interview guide. Interviews were conducted either face to face or over the telephone when it was not possible to meet the relevant authorities in person.

## Summary of the findings

The major findings and outcomes of the study are summarized below under the headings of the study's aims.

### 1. Carry out a gender analysis of National Agriculture Investment Plans and national budgets to determine the gender responsiveness of the 10 per cent budget allocation

A gender analysis of the seven countries' NAIPs showed that, in most cases, they did not address gender mainstreaming or the concept was mentioned in passing. Thus, according to this study, gender mainstreaming was viewed not as a strategic issue but as an add-on activity. The gender focal persons (GFPs), who were supposed to provide oversight of the mainstreaming of gender for the ministries, departments and agencies (MDAs), were found to be weak, as they did not have the support necessary

to achieve their mandate. Poor oversight provision was also found in the national gender machineries, which did not have the requisite resources (both human and capital).

The seven countries had agricultural policies and national development plans that addressed issues and provided guidance to the agricultural sector. National gender policies and gender commissions were also in place in the seven countries. In line with the national gender policies, all countries had established GFPs in the various MDAs. The countries were party to various international and regional instruments that promoted and protected the rights of women at all levels. The national constitutions of the studied countries also provided for gender equality. In some countries, such as Zimbabwe, it was established that some of the laws still needed to be aligned with the constitution.

Despite the existing policy frameworks, women do not seem to be protected, and there are no adequate strategies to ensure that they benefit from the national budget. An assessment of the outcomes of the African Union's *Inaugural Biennial Review Report of the African Union Commission on the Implementation of the Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods (2015–2017)* (hereafter referred to as the 'biennial review report') established that none of the countries was on track and all lacked data on women in agriculture. This gap was due to a lack of gender-disaggregated data on women in the agricultural sector.

## **2. Determine the overall impact of the 10 per cent budgetary spending on capacities for climate-smart agriculture, value chain participation and overall women's empowerment**

In terms of budget allocation, five out of the seven countries that had managed to surpass the 10 per cent CAADP benchmark had not managed to establish a specific allocation for women farmers. Gender-disaggregated data were found not to exist in any of the countries. This made it difficult to track whether or not the budget allocated to the agricultural sector benefited women farmers, who face a number of challenges, notably poor land-tenure security, low levels of education resulting in them not being able to fully enjoy the benefits of extension services and unequal access to the modern technology that is being introduced into the agricultural sector.

In Malawi, Zambia and Zimbabwe, women small-holder farmers benefited from the national budget

by accessing inputs, but it was not clear whether or not they had the final decision on the utilization of the received inputs. In Zimbabwe, an interview with a women farmer informed the study that the intra-household sharing of resources was an area that greatly affected women. This affected women's abilities to make decisions and control their income. Issues regarding ability to make decisions and control of income are among the tenets of the Women's Empowerment in Agriculture Index. Without decision-making power and control of income, it becomes difficult for women to take up leadership positions in their communities. However, in Tanzania, it was found that the number of female leaders at village level had increased considerably since 2012.

The lack of gender-disaggregated data made it difficult to determine if women's knowledge had been fully appreciated in relation to climate-smart agriculture. Climate policies and strategies were found to be in place, but they failed to capture the wealth of knowledge among women farmers in terms of how they adapted to and mitigated the impacts of climate change. Indigenous knowledge was not part of the policies, yet the majority of communities used indigenous knowledge to adapt to weather conditions and design adaptation and mitigation strategies.

Women often participate in these value chains as part of a household. Although livestock plays an important part in both household food security and economic survival, the numbers of women who own livestock were found to be small compared with men. In most cases, it has been documented that women own most of the small stock, but a study in Zimbabwe showed that even the small stock was owned mostly by men<sup>10</sup>. In terms of cattle ownership in Zimbabwe, data show that 86 per cent of the cattle are owned by men.

## **3. Assess capacities and priorities in key government sectors in the countries and the region for gender-responsive budgeting allocation in terms of their awareness, knowledge and practice**

Six of the countries studied have guidelines for adopting and implementing gender-responsive budgeting (GRB), but this has remained largely on paper, as there are no mechanisms to monitor it. Where such mechanisms exist (e.g. in Uganda), punitive measures that would be taken for those MDAs that did not abide by the rules have not been

<sup>10</sup> Mgugu (2019)

established. It was difficult to ascertain whether or not women farmers in the seven countries had been able to achieve socioeconomic development through agriculture, as the key ingredients secure access to land, credit and technical support were missing. Interviews with key informants revealed that they were aware of the importance of adopting the GRB approaches, but there was no political will. There was a lack of oversight of the adoption of the GRB approaches, because there was no mechanism in the MDAs to ensure that this was carried out.

#### **4. Contribute to the positive implementation of key recommendations of relevant studies and policy frameworks**

The data gathered will allow for the development of advocacy skills to increase resource allocation to the GFPs to enable them to provide oversight to the budgeting, programming and implementation in the MDAs. Over and above the budget allocation, it is important that the study findings assist in building the capacity of the GFPs in agriculture-based activities so that they understand the issues involved and how these can assist women farmers. Capacity development will also target the finance departments of the MDAs, helping them to adopt and implement GRB for all programmes.

The countries studied are in the process of developing their second-generation NAIPs, and the findings of this study will assist in ensuring that gender is mainstreamed into the new policy frameworks.

## **Conclusions**

From the findings of the analysis, the following conclusions were drawn. These can be used by 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.

**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 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.**

**The non-adoption of the GRB approach by governments was found to be another barrier to women 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 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.** MDAs submit budgets that are gender blind, with the hope that women farmers will benefit from the various programmes that they will be implementing. Although countries such as Zambia and Zimbabwe have adopted programme-based budgeting, it is not clear how women will benefit from the allocated, approved and disbursed budgets. The expenditure reports submitted to the ministries of finance do not have gender indicators, making it difficult to track how much of the resources reach women farmers. It was also found that most of the budget allocations to the ministries responsible for agriculture are channelled towards overhead costs, leaving a very small percentage for real programming.

**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 not able to influence decisions. In Zimbabwe, although the GFPs and gender focal unit have a budget, this is always used for awareness-raising and the unit does not provide

oversight of the activities and budgets of the Ministry of Finance and Economic Development's various departments. The gender focal point is also situated in the human resources department. Although this has its advantages in terms of ensuring that appointments are gender sensitive, there is no political will to support the unit. Sentiments were expressed in the ministry that the GFPs and the gender focal unit should move to the policy, strategic and business department. Another practice that has been put in place in Zimbabwe is the setting up of a permanent secretary's gender committee, which is made up of representatives from the various technical departments of the ministry. However, further analysis of the functions of the committee found that it faces the same challenges as the GFPs, because the representatives from the various departments are also junior officers.

**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.** As mentioned elsewhere in the report, women often participate in these value chains as part of a household, and, although livestock plays an important part in both household food security and economic survival, the numbers of women who own livestock were small compared with men. In most cases, it has been documented that women own most of the small stock, but a study in Zimbabwe showed that even the small stock was owned mostly by men.<sup>11</sup> In terms of cattle ownership in Zimbabwe, data show that 86 per cent of the cattle are owned by men.

Although women farmers did derive some benefits from the extension services' budget allocation, access to extension services in the seven countries was not adequate. This was due to the resources channelled towards the departments responsible for extension services being limited. In some countries, governments have increased the number of extension staff, but the lack of resources is a hindrance to their effectiveness.

Another conclusion that was drawn from this study is that **extension services should include climate change applications to agriculture.** In essence, there was a gap between meteorological information and the needs of farmers in the provision of extension services. Another research also contends that education and extension services are critical especially for smallholder farmers to make efficient use of modern

technologies and utilise new information on agricultural development.<sup>12</sup> Significant positive effects on productivity and growth in the agricultural sector have been associated with large investments in extension services, which, according to the literature reviewed during this study, was found wanting in these countries.

## Key recommendations

**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 to 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. This can be achieved once governments make it mandatory for MDAs to adopt and utilize the GRB approach. Although the approaches of Ghana and Uganda have flaws, they can be adopted by the countries that were studied.

**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 programmes on 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 African Union member state level, GRB should form a key result area for permanent secretaries and heads of departments in all MDAs.

11 Mgugu, (2019)

12 Bravo-Ureta et al. (2007)

**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 create enabling environments that enhance the land rights of women and provide water security, which would enable women smallholder farmers to benefit from public funding, as they would 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 include mainstreaming of gender as one of the important areas. Instead of the 1percent weighting in Zimbabwe, it is suggested that gender mainstreaming be given a weighting of at least 30per cent and eventually move to 50 per cent, as indicated in the various regional and continental instruments that the governments are party to.

**Strengthen oversight.** The seven member states should put in place mechanisms that would provide for a 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. This would mean that budgets would not be approved without being properly reviewed for their gender responsiveness. To achieve this, it is strongly recommended that all relevant MDAs be trained in GRB. All the countries studied have gender commissions in place, albeit using different terminologies, and these commissions need to do more to ensure that MDAs have gender-mainstreaming strategies in place, in addition to a monitoring and evaluation strategy to provide for oversight.

**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. Therefore, the study recommends that governments and ministries of finance improve the availability of data that are disaggregated by sex.

**Improve fiscal transparency.** This will ensure more efficient targeting and provision of financial resources that will benefit women. This, in addition to the development of a webpage for MDAs to provide information on their budgets, if it is not yet in place, is strongly recommended.

**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. The study has found that it is mostly women who are engaged in climate-smart agriculture and that, in countries such as Zimbabwe, this is mainly funded by development partners.

**Blend indigenous and scientific knowledge** in climate change policies and programmes. This will result in the development of robust strategies for adoption by communities, as their knowledge will have been recognized. Addressing climate change in this context is not just about giving resources to women but also about ensuring that it is part of the transformation of the sector, involving making women agents of change instead of passive recipients.

**Convert meteorological data into agro meteorological 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. Once the extension staff are able to convert the data into agro meteorological data, the farmers will find it easier to use this information.

## 1.1

# INTRODUCTION

### 1.1.1

## Background and problem statement

Past efforts aimed at closing the gender gap at both international level and African Union member state level have had mixed outcomes that have not fully realized the role of women in economic development, including their role in agriculture. In Africa, the majority of smallholder farmers are women because of a number of factors that have kept women in rural areas. The women smallholder farmers are mostly engaged in food crops; however, there has been a notable shift towards cash crops and being part of the agricultural value chain.

Central governments bear the fiscal responsibility of ensuring that all sectors of the economy, including the agricultural sector, with an emphasis on smallholder farmers who are generally women, are equally recognized and receive a fair share of national resources including finance. This was one of the reasons why African Union member states recognized that agriculture remains the engine of economic growth and development. This resulted in the African Union Commission (AUC) adopting the Maputo Declaration (2003),<sup>13</sup> which was to be implemented through the Comprehensive Africa Agriculture Development Programme (CAADP) 2003 and was reiterated through the Malabo Declaration (2014). African governments committed themselves to allocating at least 10 per cent of their national budgets to agriculture to achieve annual growth of 6 per cent in the agricultural sector.<sup>14</sup> According to the policy framework, this was also meant to improve food and nutrition security on the continent.<sup>15</sup>

Governments and regional institutions have established and implemented several policy instruments to support the agricultural sector. At continental level, the AUC has championed the CAADP and Malabo Declaration policy frameworks, which have been adopted by member states through the National Agriculture Investment Plans (NAIPs).

Although some of the policies have a clear impact on women farmers, there are still several gaps that need to be addressed. The gaps exist despite the member states being party to a number of international human rights instruments that are meant to promote and protect the rights of women. Notably among these are the Convention on the Elimination of All Forms of Discrimination against Women (1979)<sup>16</sup> and the Beijing Declaration and Platform for Action (1995). Another reason that compels member states to address the rights of women in general and women farmers in particular is the provisions for gender equality in their constitutions, even though in some countries, such as Zimbabwe, municipal laws still need to be aligned with the constitution.

Agriculture forms the backbone of the economies of most sub-Saharan African countries<sup>17</sup>. Most of the countries dependent on agriculture still have a large number of smallholder subsistence farmers who grow the bulk of the food. In Africa, it is estimated that 70 per cent of farmers are smallholders and that they generate 90 per cent of the food produced on the continent. According to the World Bank,<sup>18</sup> agriculture contributes an average of 18 per cent to gross domestic product (GDP) and provides about 70 per cent of employment in sub-Saharan African countries, hence the adage that it is the engine of growth and development in this region. Agriculture in Africa, being the mainstay of its economies, has a number of components, such as livestock production and aquaculture. In most cases when conversations on agriculture take place, livestock and aquaculture rarely take centre stage; this is even more the case if the discussion focuses on the role of women in the sector. Conversations on agriculture are mostly centred on crop agriculture, and this is the sector in which the majority of women farmers are found.

Agriculture is affected by a number of international protocols, some of which are supportive of the sector whereas others have had a number of negative impacts. Most African governments have removed subsidies from their programmes, and this has nega-

13 AUC (2003)

14 AUC, 2003; 2014

15 AUC (2003)

16 CEDAW (1979)

17 Matondi (2012)

18 World Bank (2015)

tively impacted on the subsistence farmers who are mostly women and do not have the capital necessary to invest in the sector. Trade liberalization has also negatively impacted on the ability of African farmers to fully benefit from agriculture. Trade liberalization has resulted in the over flooding of the market with imported products that are cheaper than local ones, and this has put the farmers at risk. They are not able to compete with the cheap imported products; hence, they remain in a poverty-stricken state. Another area that has affected African agriculture and its farmers is that of contract farming. In contract farming, because of their poor status, farmers enter into contracts with large companies that will provide their inputs, but, at the end of the season, most farmers do not get a fair deal as the company takes most of the proceeds.

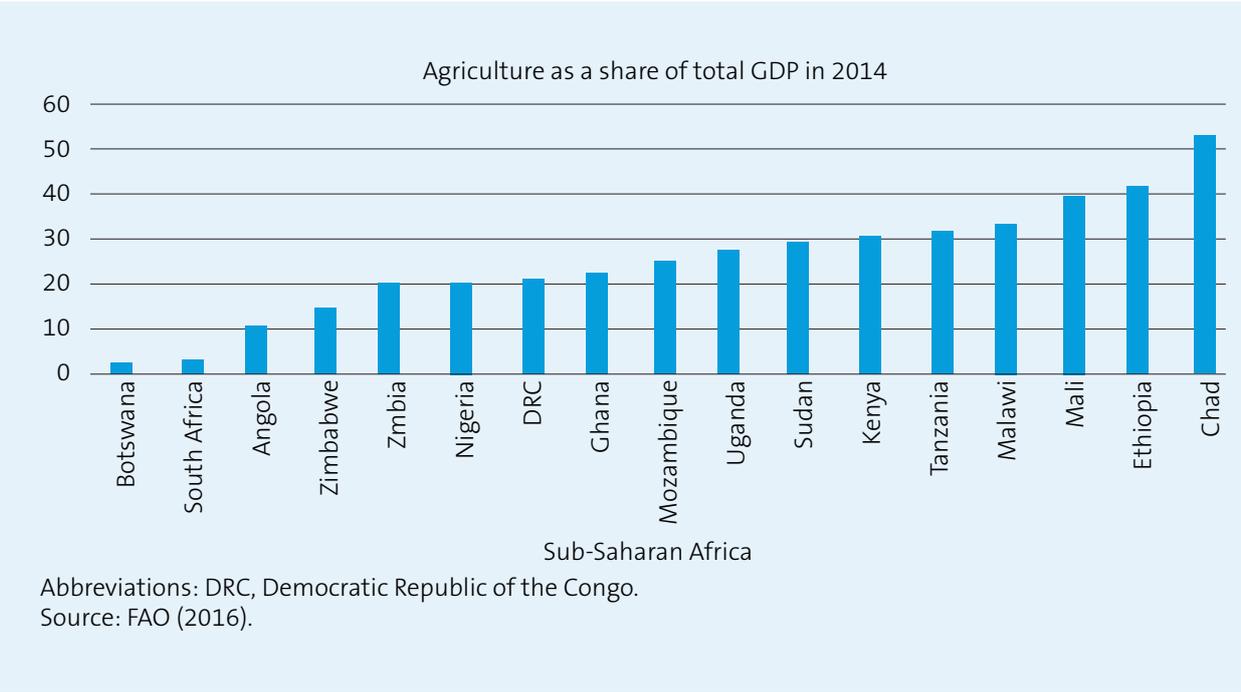
Until recently, African governments had not taken the agricultural sector seriously; hence, very little attention was paid to it, especially in terms of budget allocation. The lack of adequate budget allocations to the sector resulted in its low contribution to GDP. However, with adequate funding, the agricultural sector can drive and transform the economies of the region. Figure 1 shows the contribution of agriculture to GDP of some sub-Saharan African countries, including six of the countries that were studied for this report.

Most of the smallholder farming in sub-Saharan Africa is practised by women. It is increasingly acknowledged that agriculture on the continent cannot develop without taking into account the role of women and how they engage and benefit from public resources at national level. Matondi (2013)<sup>19</sup> contends that women and gender issues, especially in agriculture, are on the global agenda in the context of food security, poverty reduction, environmental conservation and meeting the Sustainable Development Goals. It has been noted that, despite the strong pronouncement at various levels, women have missed out on and continue to miss out on opportunities in terms of access to and distribution of resources in both the private sector and the public sector

As a strategy to resuscitate the agricultural sector, the African Union formulated a continental policy framework—the Comprehensive Africa Agriculture Development Programme (CAADP) — to ensure that member states accelerate growth and eliminate poverty and malnutrition through enhanced agricultural production. This has been adopted by member states. The adoption of the continental policy framework was meant to act as a catalyst that would propel member states to reverse decades of underinvestment in the agricultural sector. In accordance with the Maputo Declaration (2003), the

19 Matondi (2013)

**FIGURE 1:**  
**Agriculture as a share of total GDP in 2014**



continental policy frameworks were to be adopted at national level through the development and adoption of NAIPs. The commitment to improve investment in agriculture was reiterated through the Malabo Declaration, which is an action-oriented policy document. The progress of the implementation of the CAADP/Malabo policy frameworks is monitored through the biennial review reports that member states produce every two years.

Since the signing of the Maputo Declaration (2003) and the subsequent adoption of the policy framework through the NAIPs, it has been documented that very few countries have attained or surpassed the 10 per cent CAADP threshold. This study examined the extent to which women have benefited from the budget allocation to agriculture in seven countries in Eastern and Southern Africa. This information is vital to the development of agriculture as most of the work is done by women. Owing to very few countries achieving the target, the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) sought to analyse the agricultural budgets of selected countries in Eastern and Southern Africa (Burundi, Ethiopia, Malawi, Uganda, the United Republic of Tanzania, Zambia and Zimbabwe) to document the benefits that women have derived in line with the tenets of the Maputo and Malabo Declarations.

This study is important to the work of UN Women as it endeavours to fulfil its mandate, as well as identify gender gaps in the agricultural plans, policies and budgets and promote the empowerment of women in the agricultural sector. A gender analysis of the 10 per cent budget allocations will assist in determining if the strategies that member states apply actually have positive overall effects on women's empowerment—a critical plank of UN Women's work.

## 1.1.2 Purpose of the study

The aim of the study was to carry out an in-depth analysis of the policy frameworks governing agriculture, with emphasis on the gender sensitivity of the NAIPs, attendant budgets, and the agricultural policies in the seven countries as well as the gender policy and the national development plans. The focus was on whether or not the budget allocation to the agricultural sector had taken into account the needs of women smallholder farmers, and whether or not this had had an impact on their socioeconomic development, thus closing the gender gap in agriculture with reference to climate-smart agriculture.

## 1.1.3 Objectives and expected outputs of the study

### 1.1.3.1 Overall objective

The overall objective of the study was to document the benefits derived (or not derived) by women in the countries in Eastern and Southern Africa that have achieved the 10 per cent agricultural budget allocation target (Burundi, Ethiopia, Malawi, Zambia and Zimbabwe) and those that have not (Tanzania and Uganda).

### 1.1.3.2 Specific objectives

- Carry out a gender analysis of NAIPs and national budgets to determine the gender responsiveness of the 10 per cent budget allocation.
- Determine the overall impact of the 10 per cent budgetary spending on capacities for climate-smart agriculture, value chain participation and overall women's empowerment.
- Assess capacities and priorities in key government sectors in the countries and the region for gender-responsive budgeting (GRB) allocation in terms of their awareness, knowledge and practice.
- Contribute to the positive implementation of key recommendations of relevant studies and policy frameworks.

## 1.1.4 Definition of concepts

### 1.1.4.1 Agriculture

According to Harris and Fuller (2014), agriculture is defined as the cultivation of the soil and rearing of animals for the purpose of obtaining food necessary for survival and the provision of other products.

### 1.1.4.2 Gender equality

Daley and Park (2011)<sup>20</sup> contend that the different roles that men and women play in society are based on societal values and norms, and this has a bearing on how they access and control as well as enjoy their rights. A number of scholars have shown that most societal norms and values tend to favour male members of society in terms of access to and control and enjoyment of rights and resources. Because of this, women are usually found in a subordinate position.

<sup>20</sup> Daley and Park (2011)

Gender equality is usually understood in terms of rights, resources and voices. The concept can also be understood in the domains of capabilities that can be measured from basic human skills, talent, education, health and nutrition as well as the domain that covers issues of access to resources and opportunities. The above definitions are relevant to this study and have been used together with the Women's Empowerment in Agriculture Index. In this study, gender equality also encompasses the use of GRB, which seeks gender responsiveness in the budget of ministries, departments and agencies.

#### 1.1.4.3 Gender analysis

The Food and Agriculture Organization of the United Nations defined gender analysis as a process that systematically provides for the differentiation of roles, responsibilities and power, as well as the needs, opportunities and implications in the lives of men and women.

The United States Agency for International Development defines gender analysis as an analytical social science tool that can be used to identify, understand and explain gaps between men and women from household level to national level and the impacts of development policies and their unintended consequences<sup>21</sup>.

Gender analysis sheds light on the processes that result in inequalities in society and creates a pathway that helps to examine the basis of the differences between men and women. In essence, gender analysis is premised on gender integration at all levels.

#### 1.1.4.4 Gender-responsive budgeting

Sharp and Elson<sup>22</sup> define GRB as an initiative that seeks to attain gender equality and women's empowerment through national budgets in general. GRB focuses on key socioeconomic issues that are usually not taken into account in national budgeting, policy analysis and decision-making.

Bosnic<sup>23</sup> contends that GRB reveals the nexus between gender equality and public financial management and argues that issues of gender and gender equality should be taken into account in all stages of the budgeting process at national and district levels.

Oxfam<sup>24</sup> defines GRB as a process that analyses government budgets to determine their effect on men and women, that acts as a transformative tool on national budgets that will result in the realization of gender equality and that impacts on society as a whole.

#### 1.1.4.5 Government/public expenditure

Government expenditure is defined as the expenses incurred by the government in carrying out its responsibilities; that is, in the provision of social services, among other things. Government spending, in other words, is public expenditure reflected in existing budgets. These budgets indicate how much governments will spend and how much money will be extracted from the stream of private spending by taxation.<sup>25</sup> Further research contends that government expenditure is normally categorized as recurrent and capital expenditure.<sup>26</sup>

#### 1.1.4.6 Budget

A budget is defined as a policy statement that reflects a government's social and economic priorities, and the fulfilment of its political commitment, in monetary terms, to specific programmes and policies. For the purposes of this report, gender analysis of budgets is considered a method of carrying out gender analysis of policy, as it is an avenue to revealing the gender implications of policy.

Cooksey<sup>27</sup> contends that CAADP is defined by the New Partnership for Africa's Development (2009)<sup>28</sup> as a common framework, tool and process for restoring agricultural growth and food security in Africa. It assists in national and regional strategies for development on the continent. It is noted that the CAADP provides opportunities for African countries in achieving goals, such as the Sustainable Development Goals and the African Union Agenda 2063, through institutional and policy transformation in the agricultural sector, with the overall aim of helping to eradicate hunger and poverty.

21 USAID (2013)  
22 Sharp and Elson (2012)  
23 Bosnic (2015)

24 Oxfam (2018)  
25 Everett, (2011)  
26 Ogba (2011)  
27 Cooksey (2003)  
28 New Partnership for Africa's Development (2009)

## 2.1

# STUDY METHODS

### 2.1.1

#### Overall approach

The analysis of the benefits derived by women from the 10 per cent budget allocation used a number of approaches that enabled it to arrive at conclusions and recommendations. The approaches were appropriate, as they were in line with the objectives of the study as provided by the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and other guidelines of the United Nations Development Programme.<sup>29</sup> The analysis sought to determine if the member states' budget allocations to agriculture had resulted in the empowerment of women through gender-responsive budgeting and Women's Empowerment in Agriculture Index frameworks.

### 2.2.1

#### Methodological approaches

In terms of methodological approaches, a generic study instrument was adapted to suit each country's specific circumstances. The study employed a purposive sampling approach, as this enabled the collection of data from the relevant ministries, departments and agencies (MDAs) that form part of the agricultural sectors in each country. Data were analysed using social studies approaches in IBM SPSS Statistics, which enabled the triangulation of the collected data, resulting in the study drawing conclusions and recommendations that would enable member states to either accelerate their agricultural programmes or revisit them to ensure that gender equality and women were supported.

### 2.3.1

#### Areas of study

Data for the study were mostly drawn from MDAs that form part of the agricultural sectors in the countries under study. Additional information was gathered from farmer organizations and civil society organizations working in the agricultural sector at national level. The data from both MDAs and other

partners mentioned above were supported by the voices of the women farmers. The interviews of the women farmers were carried out in Ethiopia, Malawi, Tanzania, Zambia and Zimbabwe. Women farmers were interviewed to capture their voices and lived experiences in the agricultural sector. It was important to document these voices, as the analysis was meant to determine if member states had lived up to their promises of ensuring that smallholder farmers benefited from the implementation of the continental policy framework that called for inclusivity.

### 2.4.1

#### Literature review

The analysis reviewed a number of policy documents from the relevant MDAs, farmer organizations/unions and civil society organizations to get an in-depth understanding of the policies governing agriculture. Key documents reviewed were the National Agriculture Investment Plans (NAIPs) and the agriculture, gender and financial management policies. An attempt was made to review the national constitutions to ascertain their provisions for women and gender equality. Reports of the gender commissions were also reviewed to establish if they provide oversight of the budgeting processes at national level.

### 2.5.1

#### Key informant interviews

Key informants to the study included stakeholders from the relevant MDAs and other interested parties in the agricultural sector. A generic instrument was developed, and this was adapted to suit the needs of each country. This was important as the countries analysed in this study were not homogenous.

The adapted instrument assisted in the collection of data based on the questions that were relevant to each category of respondents.

The key informants were the following stakeholders in the agricultural sector.

- Development partners. Staff of the UN Women offices in six countries and other members of

29 UNDP (2008)

the United Nations family, including the Food and Agriculture Organization of the United Nations, the United Nations Development Programme, the African Development Bank and the World Bank.

- Focal persons. These were drawn from the government departments and agencies directly involved in the agricultural sector, including ministries of agriculture (Comprehensive Africa Agriculture Development Programme (CAADP) focal persons), departments of extension, ministries responsible for women and gender issues, ministries of finance and gender commissions.

Other relevant stakeholders were drawn from civil society organizations, farmer unions/organizations and women's groups.

### 2.6.1 Information processing, analysis and reporting

The collected data were mostly qualitative, and they were cleaned, transcribed and interpreted using the developed thematic processes. The data were triangulated to allow for complementarity and to arrive at results that could be generalized. The focus and emphasis of the analysis was to determine if governments had lived up to their promises of inclusivity in the implementation of the CAADP/Malabo Declaration policy

frameworks and to establish if women farmers had benefited from the agricultural budget allocation of 10 per cent. The approaches that governments used to develop their budgets were also a key focus as, without adopting a gender-responsive budgeting approach, the budgeting and implementation processes would be gender blind. The analysis also endeavoured to identify if the NAIPs of the seven countries addressed gender issues and if they promoted gender equality with the end result of women being able to achieve economic empowerment through agriculture.

### 2.7.1 Challenges

This was a multi-country study and was dependent on the development partners, who had other commitments; this had an impact on the time availability and supervision of the partners. Online communication was not particularly effective at times. Country validation workshops would have enriched the report, as a presentation at national level would have had a number of benefits: total ownership of the findings by the relevant sector and engagement of a wider base for advocacy to ensure policy review and other attendant activities that would have prompted governments to consider making a deliberate effort to establish a quota for women in the agricultural budgets. This, according to the researchers, is a lost opportunity for UN Women at both regional level and national level.

### 3.1

# SUMMARY OF FINDINGS OF THE STUDY AND GENDER ANALYSIS OF NATIONAL AGRICULTURE INVESTMENT PLANS

Table 1 presents findings on the strategies, policies, programmes and plans that have been developed since the Maputo and Malabo Declarations, showing countries that have attained the 10 percent agricultural budget allocation threshold. Five of the countries that have attained this threshold did not consider gender a strategic issue, and this resulted in poor production of gender-disaggregated data. The five countries do not have a deliberate policy for allocating resources to women farmers. This is because the policy provisions as part of gender-responsive budgeting (GRB) have not been implemented. All five

countries lack comprehensive monitoring and evaluation of the application of GRB. Although a number of programmes have been put in place, there was no evidence that the programmes took into account women and gender issues in implementation. It was clear that a generic implementation approach was taken in all the countries. The few benefits that were provided to women were noted in Malawi, Zambia and Zimbabwe, where the input schemes were in place; however, there was no evidence that these resulted in women's economic empowerment.

**TABLE 1:**  
**Analysis of National Agriculture Investment Plans (NAIPs)**

Variable	Country	Attributes of NAIPs since the Maputo Declaration				
		Strategies	Sector policies	Plans	Programmes	Initiatives
10% target achieved	Burundi	National Strategy of Agriculture	N/A	National development plan	Sustainable increase in productivity and agricultural production programmes	Improving the quality of the supply, the quality of foodstuffs and risk management and vulnerability Rehabilitation of the production tool and the rational management of natural resources Promotion of sustainable production and valuation systems of existing potentialities
	Ethiopia	Ministry of Agriculture Strategy 2015–2019	Agricultural Sector Policy and Investment Framework	Growth and Transformation Plan	Agriculture Development Led Industrialization Sustainable Development and Poverty Reduction Program	Capacity Development for Agricultural Innovation Systems Agribusiness Innovation Initiative

Variable	Country	Attributes of NAIPs since the Maputo Declaration				
		Strategies	Sector policies	Plans	Programmes	Initiatives
	Malawi	Malawi Growth and Development Strategies I/II/III	National Agriculture Policy (2016)	National Agriculture Investment Plan	Rural Irrigation Development Programme Agriculture Sector Wide Approach Farm Input Subsidy Programme	Rural Livelihoods Economic Enhancement Project Greenbelt Initiative
	Zambia	NAIP 2014–2018	Second National Agriculture Policy (2016)	National development plans	Agriculture, diversification, livestock stocking and restocking, aquaculture development, farm block development and agriculture commercialization programmes	Adoption of climate-smart agriculture
	Zimbabwe	Zimbabwe Agriculture Investment Plan 2014–2018	Draft agriculture policy (1995) National Agriculture Policy Framework (2019)	Transitional Stabilisation Programme	Adoption of small grains, livestock restocking and irrigation development programmes	Targeted Command Agriculture Programme Adoption of climate-smart agriculture
10% target not achieved	Tanzania	Tanzania Agriculture and Food Security Investment Plan	Agricultural Sector Development Programme Phase II	Five Year Development Plan	Southern Agricultural Growth Corridor of Tanzania	<i>Kilimo Kwanza</i> Big Results Now
	Uganda	Agriculture Sector Strategic Plan	National Agriculture Policy	Second National Development Plan	Agricultural Technology and Agribusiness Advisory Services Programme	Making farming more productive and profitable for farmers

**TABLE 2:**  
**National budget allocation: 2014–2018**

Variable	Country	Budget allocation over time (US\$000,000)				
		2014	2015	2016	2017	2018
10% target achieved	Burundi	12.5	11.80	12.63	0.69	9.74
	Ethiopia	10.9	9.6	9.2	10.2	8.1
	Malawi	23.5	19.0	17.4	8.4	17
	Zambia	8.2	9.4	5.9	10	8.9
	Zimbabwe	4.9	4.6	4.3	5.6	5.2
10% target not achieved	Tanzania	5.4	4.5	5.3	2.7	4.2
	Uganda	3.0	3.2	2.7	—	—

## 4.1

# BURUNDI

### 4.1.1 Background and agricultural policy

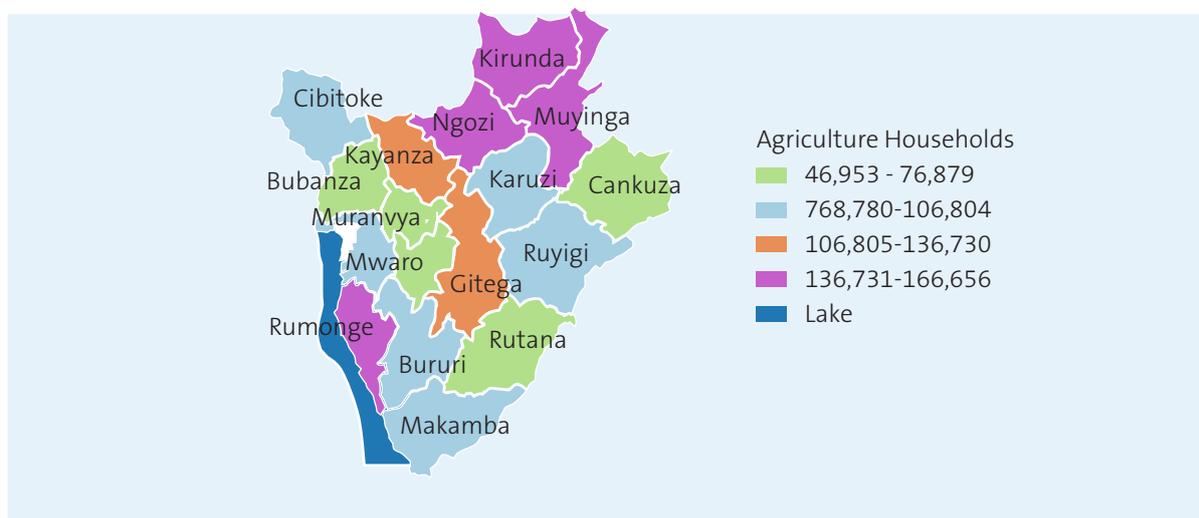
Burundi is considered an agriculture-based country because of the high proportion of people participating in agriculture. In Burundi, agriculture is practised by about 1.2 million rural householders, representing 90 per cent of the population. Agriculture contributes more than 95 per cent of the national food supply and more than 50 per cent of gross domestic product (Government of Burundi, 2010). The agricultural sector provides employment for at least 82.3 per cent of the labour force. The agricultural sector contributes up to 90 per cent of the foreign earnings of the country; this is derived mostly from coffee, which contributes 80 per cent (Government of Burundi, 2010). Women are the face of agriculture in Burundi, constituting 93.4 per cent of the agricultural labour force (RGPH, 2008).<sup>30</sup> Women are also responsible for food production at household level but do not have control over fundamental resources, such as land and water, nor do they have decision-making power regarding the proceeds of their labour. Thus, the majority of women in Burundi are poor.

30 RGPH, (2008)

The Government of Burundi recognizes that, with population growth of more than 3 per cent per annum, poverty levels will continue to increase and more people will experience food insecurity. The government goes further to acknowledge that, unless more investment is channelled to the agricultural sector, the situation will be exacerbated and vulnerability will increase, especially among the poor, the majority of whom are women (who account for 51.7 per cent of the total population). To address this challenge, the government developed a number of sectoral policies, strategies, programmes and actions plans aimed at reviving the agricultural sector. Of importance to this study are the National Agriculture Investment Plan (NAIP) (Plan National d'Investissement Agricole (PNIA) 2012–2017) and the National Strategy of Agriculture (2012–2017), which underpin agricultural development in line with the Maputo Declaration (2003)<sup>31</sup> and the Malabo Declaration (AUC, 2014). The two policy documents support the National Development Plan 2018–2027, which is meant to restore the economic equilibrium of the country. The National Development Plan aims to provide guidelines on the transformation of the economy of Burundi, and this will be achieved through the

31 Maputo Declaration (2003)

**FIGURE 2:**  
**Map of Burundi (the boundaries and names shown on this map do not imply official endorsement or acceptance by the United Nations)**



implementation of its 11 pillars. Pillar 1 addresses how the agricultural sector of Burundi will be modernized and anchors the tenets of the NAIP. Both the National Strategy of Agriculture and the NAIP focus on attainment of food security and the promotion of the development of industries to achieve agribusiness that will result in an increase in household income. The policy has three strategic objectives that include strengthening institutional capacity and increasing agricultural and livestock production by promoting a market-oriented agricultural system. The increase in agricultural production is dependent on the sustainable utilization of natural resources, particularly land and water. Input supply is also envisaged as an important component of transforming the agricultural sector. Infrastructure development was also identified as a key component in the transformation of the Burundian agricultural sector.

A market-oriented agricultural system is envisaged as a development strategy, which will increase the production of food crops such as maize, rice, beans and potatoes. It is acknowledged that agriculture is an essential component of the transformation of the Burundian economy. This will be achieved by modernizing agriculture through the regionalization of crops, the promotion of integrated family farming, mechanization and the preservation of agricultural land. However, the implementation has faced a number of constraints, the main ones being inadequate financing, climate change, weak institutional and technological capacities and the political crisis of the 2015 elections.

Burundi has developed and adopted its second-generation NAIP (2018–2022), which is aligned with international (ODD), continental (Comprehensive Africa Agriculture Development Programme (CAADP) results framework, Malabo Declaration), regional and sub-regional (Common Market for Eastern and Southern Africa and Economic Community of Central African States Common Agricultural Policy, CEA FNP, Economic Community of the Great Lakes Countries) policies and strategies, by operationalising Vision Burundi 2025 and National Development Plan 2018–2027 and integrating the recommendations of the Burundi Estates General for Agriculture and Livestock and those of the National Farmers' Forum held in 2014. The aims are, in the medium term, to ensure sustainable food and nutrition security for all, and to increase household incomes, foreign exchange earnings, the availability of raw materials for the industrial sector and job creation in processing and related services in the agricultural sector.

## 4.2.1 Gender analysis of the National Agriculture Investment Plan

The Government of Burundi promotes agriculture through a comprehensive approach that links research to production, popularization of good farming methods and practices, and availability of agricultural and livestock inputs. However, the adoption of a gender approach in the NAIP remains insufficient as the document has been written in a gender-neutral way. Very little has been done to integrate gender issues into the development of the document. The NAIP does not mention data on the population invested in agriculture disaggregated by gender percentage or ratio of men/women. Development and investment actions are subject to environmental impact analysis and assessment before being approved by the competent authorities, but gender sensitivity is not viewed as a strategic issue. According to the NAIP, the comprehensive approach has become the rule for all rural development projects in Burundi. Technical training is provided, with women as direct beneficiaries. Although the data obtained did not provide a clear picture of women's inclusion in the implementation of the Maputo Declaration, women have benefited from the achievements discussed below.

### 4.2.1.1 From 2003 to 2008: first five years of Comprehensive Africa Agriculture Development Programme implementation

During this period, Burundi had not yet reached the 10 per cent budget allocation in line with the Maputo Declaration. However, the country had put in place a number of policies that were meant, in theory, to benefit women. These policies were not subjected to a gender analysis to establish whether or not they considered gender a central and strategic issue. It was not clear whether or not these policies had action plans and indicators that could be used to track implementation from a women's and gender perspective. The policies developed during this period included Food Security Policy 2003 (with support from the Food and Agriculture Organization of the United Nations and the United Nations Development Programme) and the First Strategic Framework for Growth and Poverty Reduction Plan (Poverty Reduction Strategy Paper I). The plan was to provide a framework for the promotion of micro-enterprises and microcredit, as well as for infrastructure development. The plan called for particular involvement

of women and youth in project implementation. However, no specific guidelines were provided for this noble position in order to check if the women and youth benefited. The country saw an increase in external aid for agriculture, rising from 6.95 percent in 2007 to 11 percent in 2009, but there were no data to show whether or not women had benefited from the plan. In 2008, the support project for livestock recovery was introduced, in addition to the creation of rural villages that were meant to make land accessible to vulnerable populations. Owing to cultural constraints, women may not have benefited from the livestock project and may not have secured land in their own right. This therefore means that the policy framework is very clear on paper, but there is a gap between policy and implementation, including the lived realities of women.

#### **4.2.2.1 Benefits obtained during the period 2009–2013**

During this period, it is documented that women benefited from a number of activities. Women's empowerment was strengthened through access to microcredit and subsidized fertilizer; however, there are no data to show the numbers of women who benefited, as the ministries, departments and agencies (MDAs) do not have gender-disaggregated data and it appeared as if there was very limited commitment to collect this disaggregated data. This is because there are no specific guidelines for the MDAs on how to collect and disaggregate data by gender and the importance of these data in reducing the gender gap in agriculture. This was despite the MDAs having received training on gender-responsive budgeting (GRB); these skills were not utilized as the government still uses the zero-based budgeting system. During this period, the average allocation to agriculture was 8.71 per cent of the national budget, and, because of the lack of gender disaggregation, there was no evidence that women derived any benefits from this public spending. Although the country provided subsidized inputs, it was not clear whether or not women benefited owing to the complicated intra household sharing of resources. In most cases, the inputs will be targeted at the vulnerable, but the actual use is determined by the decision maker at household level. The structure of the household creates barriers for women to fully enjoy the benefits from the central budget, and this affects their economic empowerment as stipulated in the Women's Empowerment in Agriculture Index (WEAI) approach.

#### **4.2.3.1 Envisaged benefits during the period 2014–2018**

During this period, the country took a deliberate approach to focus on women in its 2018–2022 NAIP. This commitment might remain on paper because the government is still to adopt the GRB approach. Lack of political will has derailed the commitment to focus on women. To create an enabling environment in which women can benefit, there is a need to put in place progressive mechanisms that will include the development of gender indicators and the alignment of agricultural policies with the strategic objectives of the national gender policy (PNG). This will make gender mainstreaming a criterion for assessing policies, strategies and programmes across all MDAs. The development of indicators will assist in monitoring and evaluating the implementation of the CAADP and how women may have benefited. The indicators will make the MDAs consider gender mainstreaming a strategic issue; it is currently considered to be cross-cutting.

Climate change has not been a focus of the previous NAIPs, but the 2018–2022 NAIP includes policy guidelines on how to address the effects of the changes caused by weather and climate variability. This is a welcome commitment, because climate change has negative impacts on women who depend on climate-sensitive resources. The impacts of weather and climate variability have resulted in increased food insecurity, as well as burdens for women in their other responsibilities, where they have to walk longer distances to fetch water and fuel wood. Under subparagraph 1.9, 'Building resilience to climate change', three guidelines have been included that will ensure that the country develops and adopts strategies and technologies to adapt to and mitigate the vagaries of climate change (Government of Burundi, 2018). The policy framework has also provided for awareness-raising on climate change through the development of information, education and communication materials. To ensure that communities, especially women, are able to adapt to and mitigate climate change, the country has made early warning systems mandatory. Despite this, women may not have the capacity to comprehend the scientific language that the information is shared in. Other than this language barrier, women, because of their triple role, may not even get the time to listen to the news. This makes it difficult for women to benefit from the resources that would have been channelled towards the programmes.

### 4.3.1 Public expenditure analysis

The state budget is prepared using zero-based budgeting, and the GRB process is yet to be adopted. Zero-based budgeting is a budgeting method in which all expenditures are planned and justified annually. The budget is then built around what is needed for the coming year. The budget is allocated to the Ministry of Agriculture on a global basis and based on budget allocations proposed for the different MDAs. This approach does not take the plight of women into account, as the budget is global. Application of GRB is difficult as the country is still to adopt the programme-based budgeting system. The programme-based budgeting system makes it easy to account for expenditure and establish any specific budget allocations aimed at women farmers. Currently, it is difficult to assess the benefits derived by women from the national budget allocation to the sector.

In 2003 and 2004, the country allocated less than 2 per cent of its national budget to agriculture. From 2005, the country managed to increase its allocation to agriculture. By 2012, the budget allocation to agriculture had surpassed the CAADP threshold, with agriculture receiving 12.01 per cent of the national budget. The years 2013 and 2018 saw a small drop

in the allocation, which went down to below 10 per cent, but this was insignificant compared with the overall achievements of the country. According to the biennial review report published by the African Union Commission in 2019, Burundi met the 10 per cent threshold during the period under review. Table 3 summarizes the budgetary trajectory from 2005 to 2018. The achievements of the budget are summarized below.

The increase in budget allocation to the agricultural sector was also recommended by the CAADP Business Meeting so that the country could continue to meet the CAADP requirements. During the analysis, it was not clear if the recommendations included the budget having provisions for a deliberate allocation to women. This could have gone a long way in ensuring that, even though the country was still to adopt the programme-based budgeting system, there would be a commitment to provide for women farmers in the agricultural budgets. There was an assumption that the non-provision for women in the agricultural budget was due to the bulk of the country's budget being supported by development partners, with a contribution from government. A number of programmes benefited from external funding, with the aim of supporting vulnerable farmers come together in agricultural cooperatives/associations (e.g. 37 per cent of the Regional

**TABLE 3:**  
**Share of the budget devoted to agriculture from 2003 to 2018 in United States dollars**

Year	Rate (US\$ to Burundian franc)	Total national annual budget	Total budget allocated to agriculture	Domestic resources	% of total budget allocated to agriculture	% of domestic resources
2005	1,081.58	301,591,569	12,142,140	2,569,770	4.03	0.85
2006	1,028.68	406,156,231	26,701,963	1,707,661	6.57	0.42
2007	1,081.87	411,643,937	17,264,928	2,086,761	4.19	0.51
2008	1,185.69	438,910,873	15,199,287	6,964,764	3.46	1.59
2009	1,230.18	689,779,161	64,763,594	13,707,563	9.39	1.99
2010	1,230.75	701,246,919	37,306,858	14,655,761	5.32	2.09
2011	1,261.07	813,732,297	61,990,425	34,273,022	7.62	4.21
2012	1,442.51	829,661,407	99,681,303	31,881,898	12.01	3.84
2013	1,555.09	893,775,896	82,308,256	24,973,180	9.21	2.79
2014	1,546.69	893,974,742	111,883,609	21,330,574	12.52	2.39
2015	1,566.20	997,905,288	117,786,492	22,660,182	11.8	2.27
2016	1,616.74	779,752,207	98,501,326	14,653,387	12.63	1.88
2017	1,722.81	770,155,332	82,360,433	14,444,600	10.69	1.88
2018	1,777.62	780,919,341	76,077,553	14,477,087	9.74	1.85

Source: PNIA 2018–2022.

Integrated Agricultural Development Project in the Great Lakes (PRDAIGL) interventions were directed to vulnerable groups including women, youth and *Batwa* (indigenous populations)). However, no specific figures on the number of women who directly benefited were available. To address the plight of women, the Government of Burundi, in partnership with the United Nations Entity for Gender Equality and the Empowerment of Women, established a long-term Guarantee Fund Facility. An initial injection of US\$740,000 was made available, and this was due to be increased annually. Other budget allocations to ease the plight of women have been put in place, including the International Fund for Agricultural Development-funded microfinance programme that is meant to address the plight of vulnerable groups including women. It was encouraging that a total of 5,614 women (56 per cent of those eligible) were able to access loans through this facility.

Although the above is applauded, there is no specialized financial institution for agricultural credit in Burundi; hence, the sector remains poorly funded by banks and microfinance institutions. The banks and microfinance institutions provide only 0.6 per cent loans and the interest rates are very prohibitive, ranging from 22 per cent to a maximum of 40 per cent per annum (Nkurunziza, 2012). The country is yet to put in place mechanisms that would provide agricultural insurance, and this is becoming more important because of the effects of weather and climate variability as a result of climate change, which affect the agricultural sector more than other sectors.

#### 4.4.1 Access to finance

The development of microfinance and the subsequent decentralization of financing systems, such as the National Federation of Cooperatives of Savings and Credit of Burundi (FENACOBUR), has increased women's access to credit. Some of the institutions, such as the Women's Association of Affairs of Burundi and the Women's Initiative for Self Empowerment, raise funds and provide loans to their female members at an interest rate of 10 per cent per annum. Other than providing loans, these institutions negotiate and act as guarantors to the commercial banks on behalf of their members who want to embark on large-scale projects. The negotiated loans have an interest rate of 14 per cent per annum, which is lower than the market rate.

The challenges that women in Burundi face are similar to those faced by women in other countries in sub-Saharan Africa. The number of women able to access credit is low compared with their male counterparts, and this is because women do not own the means of production and thus, where collateral is required, they are found wanting. In Burundi, women do not have secure land tenure, and only 22.7 per cent of the land is owned by women. However, land is key to agricultural production as well as being collateral for financial institutions. The lack of ownership of the means of production by women is related to their lack of involvement in decision-making, and this makes it difficult for them to control the income derived from agricultural activities. These challenges affect women's ability to realize economic empowerment at both household level and community level.

#### 4.5.1 Women's empowerment along the agricultural value chains

An agricultural sector is made up of a number of interrelated actors. The sector can be considered from a systems theory, in which each component is vital to the success of the process. In Burundi, processing of agricultural products is still in its infancy, but there are a number of products that are functional in the sector. These include coffee, cotton, tea, palm oil and cinchona. Although it is acknowledged that these five products are part of the important value chains in Burundi, no official data were available to link these value chains to the empowerment of women. However, according to the Ministry of the Environment, Agriculture and Livestock, women in Burundi are involved in and benefit from value chains that include rice, cassava, bananas, coffee, milk and volatile beans. The benefit that women derive from production of these crops is not commensurate with the labour that they provide. Patriarchy ensures that women are mostly found at production level and do not occupy spaces further up the value chain.

In cases such as rice and cassava, women's power diminishes once the crop is taken to the market, which, in most cases, is male dominated. Women have the potential to benefit more from the above-mentioned crops and move beyond the current paradigm in which they operate. However, in order for this to happen, flexible financing mechanisms need to be made available to enable women to easily move to other parts of the value chain.

#### 4.5.1.1 Rice value chain

Women provide the bulk of the labour in rice production, and, in terms of financing, rice is supported by more than 80 per cent of stakeholders. Rice cooperatives with women members have evolved in terms of both membership and purchased rice. They have become very active and dynamic in this area, which has led to the systematic evolution of purchase prices of paddy rice, thus contributing to the improvement of living conditions for both producers and traders. Rice and maize cooperatives have gradually become essential.

As with many other crops, women do the majority of the work in rice farming. However, they benefit less financially in comparison with the labour they provide. Most of the traders and millers in this value chain are men; hence, they benefit more financially, as they occupy places higher in the value chain.

#### 4.5.2.1 Cassava value chain

Cassava is one of the main tubers used by Burundian women. The analysis shows that women are involved in the production of this crop from ploughing to harvesting but that processing and wholesale marketing remain the preserve of men.

#### 4.5.3.1 Banana value chain

In Burundi, as elsewhere in the African Great Lakes region, bananas are an essential part of the diet and a staple food, but they can also be consumed in the form of beverages. As such, there are two banana value chains (i.e. the banana beer value chain and the cooking banana value chain). Some economic operators in Burundi, including women, have made banana wine a considerable income-generating activity. The production and sale of banana wine is an important source of household income.

#### 4.5.4.1 Voluble bean value chain

The voluble bean is a so-called strategic product to ensure food security, alongside rice, cassava, maize, banana and vegetable and fruit crops. In the context of resilience to the adverse effects of climate change and food security, twining beans have been developed and bean production has increased two- to three-fold in some areas, such as in northern Burundi.

Beans are one of the most consumed crops in Burundi. The bean value chain is mostly controlled by women; hence, support for the crop will benefit women.

#### 4.5.5.1 Coffee value chain

Coffee is the main source of export earnings. Coffee farming is practised by 750,000 planters. The coffee sector is the most structured agricultural sector in Burundi, with a strong involvement of producers. The National Confederation of Coffee Growers (CNAC) represents 130,000 families grouped into 3,426 coffee associations. Women represent 25 per cent of CNAC members and hold 27.2 per cent of positions at executive committee level.

The CNAC has created an interesting innovation for a particular category of women. It implemented an initiative called 'women's coffee', which is an entity exclusively led by female heads of households and girl mothers grouped into 12 cooperatives with 1,693 members. To encourage women to get more involved in this sector, the buyers have used an incentive initiative to pay a price slightly higher than that of so-called 'men's coffee'. However, the CNAC has not been able to determine the contribution of women to national coffee production.

#### 4.5.6.1 Overall value chain findings

Although these value chains benefit women, the general finding is that women are generally found in production rather than in processing and agribusiness. Women have tended to remain at the production level and, in most cases, suffer high levels of post-harvest loss, which has had huge impacts on financial gains and employment. This is due to poor storage, lack of electricity, poor access to technological innovations and inadequate access to affordable finance. It was also emphasized that the role of the private sector cannot be overemphasized, more so as the Malabo Declaration calls for an agricultural sector driven by the private sector. Access to markets is reserved for traders because they can defer the flow of their goods over time and thus enjoy the best opportunities. Thus, rural households adopt a livelihood strategy by not selling their products at market.

Previous research on technological processes, equipment and materials for the processing of food products has been conducted to make available appropriate and accessible equipment. A range of equipment and materials have already been adopted. These include the cereal mill, the centrifugal extractor (for maracuja juice), the manual press (for pineapple juice), the churn, the rice oven, the roaster, the capper, the maize ginner, cassava manure and wormer. However, the results of this research remain poorly disseminated among the population, especially

among women who have low levels of literacy and mobility.

#### 4.6.1 Leadership in the community

The producers are either individual or organized in agricultural producer organizations with different structuring levels depending on the sector. The analysis of the agricultural sector shows that 85 percent of producers are women. However, the Ministry of the Environment, Agriculture and Livestock's database of agriculture and livestock production shows that women represent 47.8 per cent. This shows that the more the sector becomes structured, the numbers of women decrease as men take over the positions. This reduces the number of women involved in decision-making at community level. The analysis of these data showed that women represent 40.2 per cent and men represent 59.7 per cent of decision makers, making it difficult for women to influence the decision-making process at community level. At times, the dynamics found in the public sphere resonate with those in the private sphere, in which the majority of women do not have decision-making powers, resulting in their inability to control the income derived from agricultural activities. These challenges make it difficult, if not impossible, for women to attain economic empowerment based on the WEAI.<sup>32</sup>

#### 4.7.1 Challenges and areas of improvements

The challenges faced by women in the agricultural sector are linked in particular to their weak decision-making power over productive resources and their benefits. During the Estates General of Agriculture meeting, held in 2014, women expressed their concerns about certain challenges they face in contributing to the development of the agricultural sector.

Areas for improvement include:

- Entrepreneurship training. This has not been easily accessible to women. This has put women at a disadvantage, as they do not have the requisite skills to make agriculture a business or fully participate in the value chain.
- Access to credit at acceptable interest rates for women.

- Review of the Finance Act and the inclusion of provisions on gender mainstreaming.
- Gender mainstreaming in agricultural sector policies and strategies, including the development of indicators at all levels.

#### 4.8.1 Conclusions

The Government of Burundi has made progress towards implementation of the Maputo Declaration recommendations. Available data show that the total budget allocated to agriculture has reached the 10 per cent requirement of the Maputo Declaration since 2012, but the share of domestic resources in the budget reached a maximum of only 4.21 per cent in 2011. However, although this is applauded, the budgets do not reflect a gender dimension. It has also been concluded that this is due to the country not yet adopting the GRB approach. The proposed budgets, as well as the executed budgets, do not provide any data that show the benefits derived by women from the budget allocation to agriculture in Burundi. In addition, all documents developed as part of the implementation of the agricultural policy make reference to gender only in passing.

Another conclusion is that the first-generation Growth and Poverty Strategy Framework (Poverty Reduction Strategy Paper I) does not have any provisions to promote gender equality and women's empowerment. The question of women's access to land through succession is not specifically addressed in the proposed new land law. This is left at the discretion of ministerial order on inheritance, matrimonial regimes and gifts.

The policy documents that the country has developed, as well as several strategies, are written in gender-neutral terms and, thus, the interpretation has negative impacts on women. The conclusion arrived at here was that policymaking should be inclusive in order to capture and include the voices of women. Sectoral gender units should be engaged to give the policy a gender approach that will include gender-sensitive indicators. The gender indicators will provide for monitoring to ensure that the budgets and programmes are taking account of the needs of women.

32 The five dimensions of the WEAI are explained in Annex 1 of this report.

## 4.9.1 Recommendations

In order for the agricultural budget to benefit women, the following recommendations have been put forward for consideration at various levels.

- Raise the level of gender awareness among sectoral ministries. This will be achieved through a policy framework that would mandate MDAs to use GRB. It is also recommended that the policy framework should have a monitoring and evaluation strategy that would be used ensure that MDAs view gender as a strategic issue. Specific indicators should be developed and utilized.
- The government, in consultation with relevant stakeholders, should develop a clear strategy for economic empowerment of women. This will resonate with the inclusivity clause of the CAADP.
- Promulgate and adopt a law on inheritance, matrimonial regimes and liberalities that treats men and women equally.
- Empower women in the management of food and nutrition security issues at family level. This will be achieved through programmes that target women as main beneficiaries.
- Take into account the women dimension in the acquisition of inputs and means of production, including security of land tenure.
- Establish a mechanism that will compel MDAs to collect gender-disaggregated statistics regarding the implementation of the CAADP/Malabo Declaration.
- Develop the value chain policy and invest more in sectors that benefit women.



Photo: UN Women/Catianne Tijerina

## 5.1

# ETHIOPIA

### 5.1.1 Introduction and background

Ethiopia is located in the Horn of Africa. Agriculture contributes about 35 per cent of its gross domestic product (GDP). Given the key role that agriculture plays in the livelihoods of the people of Ethiopia, the government committed to comply with the Comprehensive Africa Agriculture Development Programme (CAADP) targets and signed its compact in September 2009. Using the CAADP compact process as a foundation, the Ministry of Agriculture prepared the Agricultural Sector Policy and Investment Framework (the Ethiopian National Agriculture Investment Plan (NAIP)) as its operational structure. This was signed and adopted by the government and its donor partners in March 2011. The NAIP sought to ensure that investments in agriculture paid dividends to the Ethiopian economy. To achieve this goal, the NAIP established four strategic objectives covering priority themes: disaster risk management and food security, natural resources management, productivity and production: rural commercialization, and disaster risk management and food security.

### 5.2.1 Gender analysis of the National Agriculture Investment Plan

There was a mix of investment into the NAIP, which comprised government and donor funding between 2010 and 2020, showing the commitment to ensuring that agriculture guides the growth of the economy from all stakeholders. The major agricultural and rural transformation targets are (i) increasing crop and livestock production and productivity, (ii) promoting natural resource conservation and utilization and (iii) ensuring food security and disaster prevention and preparedness.

The government established a joint steering committee of which leading donors and key stakeholders are members; it is chaired by the Minister for Agriculture. Ever since the signature of the CAADP compact, the government has allocated an annual budget of

about 16 per cent, as indicated in Figure 3, surpassing the minimum requirement of 10 percent. However, who serves on the committee and its mandate are unclear. The composition of this body is important, as it provides an analysis of the trajectory of the implementation of the continental policy framework and the NAIP.

A number of initiatives aimed at boosting agricultural production in Ethiopia were launched after the start of the NAIP. These include the New Alliance for Food Security and Nutrition in Africa. The Livestock Master Plan and the Drought Resilience and Sustainable Livelihoods Program were also initiated after the NAIP was put in place, following the African Union's Malabo Declaration. With regard to the strength of the agricultural programme, the Agency for Cooperation and Research in Development, which studied the NAIPs of five East African countries in 2014, stated that the Ethiopian Agricultural Sector Policy and Investment Framework (NAIP) and the Tanzania Agriculture and Food Security Investment Plan have a relatively strong focus on promoting food security and nutrition. The study established the commitment of the government to the implementation of the NAIP through programmes to enhance food and nutrition security (e.g. rural development, food security and nutrition-sensitive agriculture programmes).

Despite the government's commitment to implement the values and principles of the CAADP, overall there was no deliberate allocation of budgets to women in agriculture. The study was informed that, in some areas, women's agricultural issues were addressed, albeit as a cross-cutting issues, which has resulted in poor or lack of accountability. It is considered that, if women's and gender issues continue to be viewed as cross-cutting, this commitment will not be achieved by 2025. The adoption of a women-friendly budgeting approach was suggested. This will assist the government in identifying the gender gap and also in fulfilling commitment 2 on enhancing financial investment in agriculture.

The programmes in Table 4 targeted women in one way or another; in addition, the NAIP 2010 proposes ensuring gender equality in agriculture by removing

gender disparity as an accelerating factor of economic growth and social development. According to the external mid-term review of the NAIP, the programmes meant to mainstream gender, although in place, were not being implemented. This showed lack of political will or an understanding of how to address gender issues. This study concludes that there is a need to build the capacity of ministries, departments and agencies (MDAs) in gender mainstreaming at all levels. It is also concluded that gender mainstreaming is fundamental in the agricultural sector, as this is the sector in which most of the female population is located, and this would assist in the analysis of the challenges that they face.

The Agency for Cooperation and Research in Development (2014) evaluated the performance of agricultural activities in five African countries. It established that, among the five countries, it was only Rwanda that provided detailed information about how women farmers were supported. The report further stressed that, because of the lack of detailed information, it was not possible to measure how policies supported women and how much was actually spent on women-targeted programmes.

Documents reviewed and information gathered from interviews substantiated/confirmed that no gender-disaggregated data were used by the Ministry of Agriculture and gender-responsive budgeting

(GRB) was not used in the preparation of budgets. This made it difficult to ascertain if there was a deliberate allocation of funding to women-specific programmes other than salaries and other administrative costs for female employees in the ministry. This situation prevailed because it was the assumption of the study that MDAs faced the following challenges:

- limited technical know-how on GRB approaches as well as general understanding and appreciation of the importance of mainstreaming gender at all levels
- lack of political will at all levels to fully embrace the GRB approaches, hence the gender-neutral reporting at the expense of the provision of gender-disaggregated data
- poor capacity of the gender focal persons to influence policy because of their low positions in the MDAs.

### 5.3.1 Public expenditure analysis

Ethiopia has surpassed the 10 percent CAADP target since 2004/05, although there was a decline in the 2017/18 financial year. According to the policy and investment framework document, Ethiopia had an annual budget allocation to agriculture of between

**TABLE 4:**  
**Gender analysis of agriculture and rural development-related programmes**

Programme	Description
Rural Development Policy and Strategies (2003)	Emphasized the importance of mobilising about 50 per cent of the community (women and men) in the realization of agricultural and rural development as well as in poverty reduction
Food Security Programme (2010–2014)	Addressed the gender gaps in access to key factors of production and technical and financial resources
National Nutrition Programme (2013–2015)	The programme sets specific targets on the prevalence of child stunting and wasting and aimed to reduce the prevalence of chronic undernutrition in women of reproductive age from 27 per cent to 19 per cent by 2015
Environmental Policy of Ethiopia (1997)	Addresses the gender gaps in environment and climate change issues with specific reference to decision-making in natural resources management
Water Sector Policy (2001) and Water Sector and Development Programme (2002–2016)	Provides for the inclusion of women and other marginalized groups in water resources management
National Social Protection Policy of Ethiopia (2012)	Provides for the equitable distribution of the benefits of growth among the various groups

Source: FAO (2018).

13 and 17 per cent of the total national budget, and this was equivalent to more than 5 per cent of GDP. This meant that the country has had the highest budget allocation to the sector in sub-Saharan Africa.

Although Ethiopia surpassed the 10 per cent target, it was noted that there was no deliberate allocation and earmarking of the budget to women in agriculture. The study also found that gender in agriculture and other sectors is treated as a cross-cutting issue and thus there is no meaningful contribution to women’s empowerment. This has resulted in the non-commitment of both technical support and financial support to issues of gender mainstreaming and the impact has been that women farmers continue to be at the bottom of the strata as there is an erroneous assumption that by being part of a household or a project they will enjoy the same benefits as their male counterparts.

The Ethiopian Government has recently adopted programme-based budgeting, but it is still to adopt and embrace GRB even though guidelines were developed as far back as 2008. However, there are a number of initiatives have been put in place to ensure that gender is mainstreamed into national policies, strategies and budgets. Although this is on paper, implementation of the policy frameworks is still not effective. This is prevailing despite programmes to develop the capacity of various institutions, including the Women’s Committee of Members of Parliament on Gender Mainstreaming, having been initiated.

A gender-mainstreaming tool was developed and used in gender-awareness and sensitization train-

ing to support the individuals responsible for planning and budgeting as well as those responsible for gender machineries. From the information collected during the study, neither the guidelines nor the tool have been effectively used at all levels. This study concluded that there might be a need to put in place a monitoring and evaluation system that can ensure that MDAs adopt GRB and fully implement the results. The Women’s Committee of Members of Parliament on Gender Mainstreaming should be more proactive in ensuring that gender budgeting is practised by all MDAs in Ethiopia. The study recommends that a strict punitive approach should be adopted by Parliament regarding those MDAs whose budgets do not comply with the GRB guidelines.

**5.4.1.1 Access to land**

According to the Ethiopian Constitution of 1995, land belongs to the government; thus, women are entitled to own and administer land. The country has progressed well in ensuring that there is joint ownership of land between spouses. The provision goes further to stipulate that the certificate of ownership should include photographs of the spouses for easy identification. However, although the law is very clear, tradition and culture dictate that the land is the property of men. This creates challenges as the majority of women in Ethiopia are governed by customary and traditional systems. Although the constitution addresses the issue of women’s rights to land ownership, there is a gender difference in the size of plots between female- and male-headed households, as shown in Table 5.

**FIGURE 3:**  
**Percentage share of agriculture out of the total government budget:2003/04 to 2017/185.4**  
**Agricultural value chains and women’s empowerment**



**TABLE 5:**  
**Agricultural land holders by gender in Ethiopia**

Item	Female-headed households	Male-headed households
Percentage who held land	92.7	94
Average total land size (ha)	0.79	1.07
Percentage who rent out their land	21.0	9.7
Percentage who rent land	9.4	29.9
Percentage who acquire land by other means of tenure	2.6	6.9
Average total cultivated land holdings (ha)	0.59	1.01

Sources: CSA (2015) and FAO(2018).

The study established that the proportion of households who rent out their land was 21 per cent for female-headed households as compared with 9.7 per cent for male-headed households. This was because female-headed households did not have the capacity to use the land owing to the various challenges they face. It was also established that only 9 percent of female-headed households sought land to rent compared with 30 percent of male-headed households. In most cases, female-headed households ended up as share croppers on their land, and in most cases they are disadvantaged.

Married women farmers also lack information, training and credit from extension services, with the assumption that their husbands, as the head of the household, will share the services with them; however, there is little evidence to support this assumption. Within male-headed households, sales of produce and control of the income generated is dominated by men. Although retaining control of decision-making is not an issue for female-headed households, they face other problems, such as lack of access to market information, lack of negotiating skills and restrictions on mobility, which makes it difficult to reach distant markets in rural areas.

There is evidence to suggest that, when crops become financially viable, the control of income is taken over by men. Therefore, women are not beneficiaries in the value chains of agricultural products, as analysed in Table 6.

#### 5.4.2.1 Livestock farming

In addition to land, ownership of livestock is important in agricultural activities in Ethiopia. Male and female participation in the farming and care of animals varies according to custom and locality. Traditionally, men own and control high-value animals, such as cattle, whereas women are often responsible for animals and animal

products that have a lower monetary value, such as chickens, eggs, butter and cheese (Food and Agriculture Organization of the United Nations (FAO, 2019) <sup>33</sup>. It was also established that women do not participate in the high-level value chain activities. Although directorate help organizes cooperatives in dairy production, animal husbandry, fishery and poultry farming, most of the women participate in poultry farming but very few participate in dairy production. Although the most lucrative businesses are animal fattening and dairy production, it is perceived that women are not interested in them. The perceived lack of interest may be a response mechanism to the inherently male-oriented industry, which ensures women are not welcome. Some of the above-mentioned value chains require more labour than can be afforded by female-headed households; hence, they are automatically precluded. In some cases, the marketing process involves travel and interacting with men, which women would not be able to do without losing their social standing. Hence, women without a male figure in the household to undertake these activities would not be able to be involved in some high-level value chains. The reason why women still prefer poultry farming may be time poverty (i.e. they are involved in other activities that require much of their time outside their homes), and participation in poultry farming does not require them to go far from their homes. The study concluded that, although the intentions of the government are noble, issues of the strategic and practical needs of women have not been taken into account, and this could be because the government has not fully conceptualized the importance of gender mainstreaming, nor has it developed indicators to monitor the situation of women.

Agricultural productivity in Ethiopia has increased and more products (including dairy) have been marketed through organized groups such as cooperatives, whose membership is predominantly male.

<sup>33</sup> FAO (2019)

**TABLE 6:**  
**Relevant agricultural value chains and the role of men and women in Ethiopia**

Fruit and vegetable value chain	<ul style="list-style-type: none"> <li>• Women make a considerable contribution to the production of fruit. Fruit is usually produced for the market</li> <li>• There is a gender difference in the selling and controlling of the income from the sale of fruit depending on the volume of the production and mode of marketing. If the production is small scale, women tend to sell and control the income; they usually sell at road sides and small open markets characterized by poor infrastructure and unsanitary conditions</li> <li>• When it comes to commercialized produce, the merchants tend to buy it from the farm gate and men tend to take over the marketing activities from women</li> <li>• The proportion of women who participate in vegetable production is lower (about one quarter) than that for males. This is because vegetable production requires land and irrigation, which is usually labour and capital intensive</li> <li>• Women's participation is even lower in vegetable wholesale and trade as it requires travelling long distances from production areas to central markets and dealing with transporters, brokers and buyers, as well as adequate capital, which women often lack. However, women are dominant in informal vegetable retail trades in towns and rural areas</li> </ul>	<ul style="list-style-type: none"> <li>• Limited access to production technologies and infrastructures (irrigation) by women</li> <li>• Lack of storage and processing technologies</li> <li>• Labour and capital intensiveness and limited access to credit is particularly challenging for women</li> </ul>
Maize value chain	<ul style="list-style-type: none"> <li>• Maize is the staple cereal crop with the highest current and potential yield from available inputs, and it plays a central role in food security in Ethiopia</li> <li>• Maize production activities are performed by three types of actors: subsistence farmers, market-oriented smallholders and commercial farmers. Most women producers are expected to be in the first category, as their average land holding is less than 1 ha</li> <li>• The maize marketing chain is not only long but also complex so involvement in its trade requires travel for several days and being away from home, which is not convenient for women given the cultural set-up and home-based triple roles</li> </ul>	<ul style="list-style-type: none"> <li>• Limited access to inputs</li> <li>• Inability of women to plough their plots owing to prevailing traditional beliefs</li> <li>• Limited mobility and communication by women, with male-dominated traders and brokers, as well as lack of capital to engage in large-scale trading</li> </ul>
Teff value chain	<ul style="list-style-type: none"> <li>• Since it is mostly produced for market, women are marginalized from its sales and control of income as in the case of any other cash crops</li> </ul>	<ul style="list-style-type: none"> <li>• Its production is labour intensive</li> <li>• Widespread traditional practices that consider teff as a male product</li> </ul>

Source: FAO (2018).

**TABLE 7:**  
**Gender and cooperative membership**

S/No.	Type of cooperative	Number of cooperatives	Members		
			Male	Female	% female
1	Agriculture related	22,379	6,634,307	1,540,848	23.23
2	Non-agriculture	27,726	767,221	290,450	37.85
3	Savings and credit	18,527	1,894,212	1,478,158	43.83
4	Purchasers	3,469	747,576	495,274	39.00
5	Natural resources and tourism	1,060	61,669	9,255	13.00

Source: FAO (2018).

The section below discusses this in more detail.

#### 5.4.3.1 Involvement in associations and leadership

Although women can own land and become household heads, they rarely occupy positions of power in peasant associations and cooperatives. According to the Country Gender Assessment Series carried out by the FAO (2018), the percentage of women's participations in important cooperatives, such as agriculture and natural resources, is low, as indicated in Table 7.

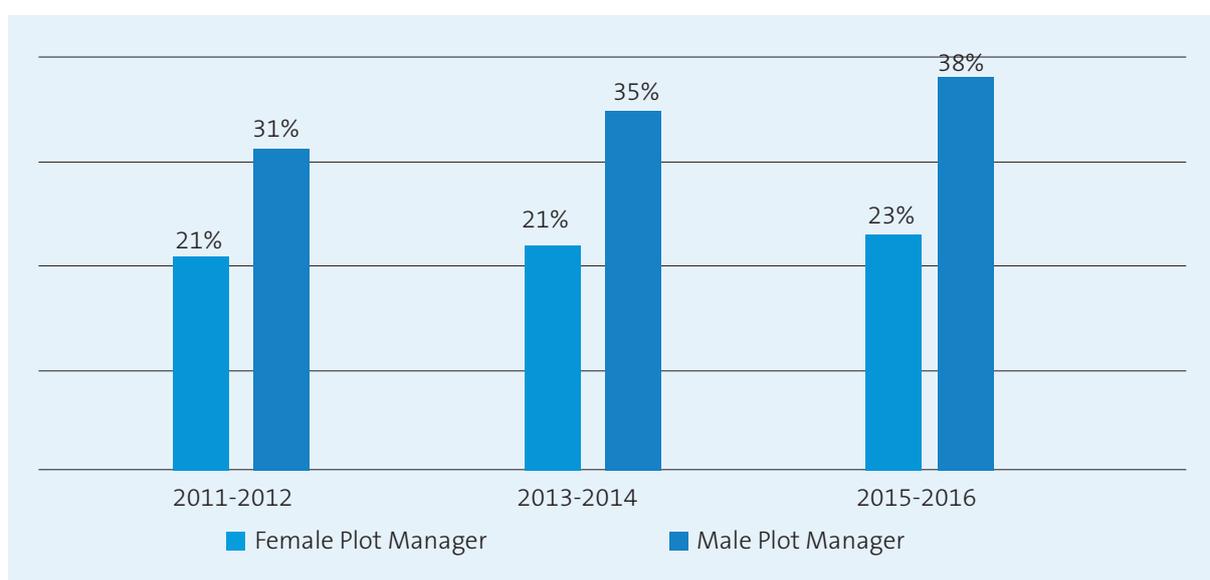
##### 5.4.4.1 Access to improved technology

Access to improved technology, such as through access to extension services, trainings, agricultural inputs including fertilizers, improved seeds and pesticides, and different technological packages, empowers women in agriculture. Studies have shown

that women doubled their production and increased their incomes from sales of the surplus outputs and improved household assets, for example buying new oxen using the technologies. There are over 60,000 development agents and 8,500 farmers' training centres in Ethiopia; however, the percentage of women who attend extension programmes is less than for men, as shown in Figure 4. There may be many reasons for women's low level of participation in extension services, but the attitude of the development agents is the main reason according to a 2018 study on the assessment of provisions for economic empowerment of women in Ethiopia.

Rural women shared their dissatisfaction with the discriminatory treatment of women in the provision of services. The development agents and agricultural extension workers, according to the respondents, tend to discriminate against women in the provision

**FIGURE 4:**  
**Attendance in extension programmes**



of technical assistance. The service providers prefer to work with men, citing simple reasons such as women's lack of punctuality (i.e. arriving on time in the agricultural fields where support is to be provided). This attitude among the service providers does not take into account the triple role of women and the burden it places on them. The sentiments put across by service providers show lack of appreciation of gender-related impacts on the lives of women. There is a need to address this through provision of gender mainstreaming training as well as a need for emphasis on the unlawfulness of discrimination on the basis of gender, which is against the constitutional right of women to receive equal treatment. More importantly, the introduction of on-farm and off-farm labour-saving technologies for rural women could provide a more meaningful solution to this and other related problems that women are experiencing. The above challenges prevail despite the Ministry of Agriculture increasing the number of female development agents by 1.5 per cent per year.

#### **5.4.5.1 Access to financial support**

The country boasts micro financing institutions established to serve the poorest people and these institutions indicate that women are their priority in terms of accessing finance. The microfinance institutions were created to make finance access easy for women as they do not have the same stringent rules that the bigger financial institutions have. Despite these provisions, women smallholder farmers still find it difficult to access loans because of the short period of maturity and the need to belong to a group that will act as a guarantee. Most of the women farmers do not belong to such groups and thus are not able to access the resources. It was also established that the interest rates of loans from these institutions are high and thus prohibitive to women who have resorted to low-return and low-risk activities, such as street vending or petty trading.<sup>34</sup>

### **5.5.1 Leisure time**

It has been documented that women work longer hours than men in any given society, and this is attributed to their triple role combining productive and caring responsibilities. The result is that women rarely have time to engage in leisure activities. This has negative repercussions for their ability to engage with and share information or participate in the various trainings that are provided by government

and other agencies. The Time Use Survey conducted by the Central Statistics Agency of Ethiopia in 2013 established that 93 percent of women, compared with 57 percent of men, are engaged in care work.

To address this issue, the study concluded that there was a need to address the strategic and practical needs of women and this would involve developing gender-responsive technologies that are affordable to assist women in reducing the burdens on their time and to enable them to participate in community activities.

### **5.6.1 Women and the Climate-Resilient Green Economy initiative**

Ethiopia recognizes the negative impacts of weather and climate variability on agricultural production, leading to food and nutrition insecurity. To address these impacts, the country developed the Climate-Resilient Green Economy initiative, which was launched immediately after NAIP preparation was completed, and so it became one of the focus areas of the first NAIP annual review. The Climate-Resilient Green Economy initiative called for greater attention to livestock development among other issues.

To minimize the impact of climate change, the Ministry of Agriculture has a department that implements climate-smart agriculture. In an interview with the Director General of the Ministry of Agriculture, the study was informed that it is a recognized fact that the country suffers from 'severe land degradation' and has one of the highest rates of soil nutrient depletion, and that women bear the brunt of this as they are dependent on the land for their livelihoods. Addressing the negative impacts of this is being done through expansion of the Sustainable Land Management programme and climate change adaptation. No gender-disaggregated data were available at the time of the study; however, the department had put in place a target of 30 percent for women to be represented in all its programmes, in addition to the improvement of the collection of gender-disaggregated data and monitoring of the changes that will take place in the quest to adapt to and mitigate the impacts of climate change. The study was also informed that, in the implementation of the programme, there was a deliberate attempt to engage and involve the most vulnerable groups in order to improve their livelihoods.

<sup>34</sup> Alemayehu and Gennet, (2018).

## 5.7.1 Challenges and areas of improvements

Ethiopian women, as women in other parts of Africa, suffer from cultural discrimination, which prevents them from participating in the national development programmes and using their full potential. Often women are relegated to the private sphere, where they are confined to care-giving and reproductive activities. In such situations, women carry the full burden of the household chores, getting little support from other members of the family except from their daughters (if they have any).

The Ethiopian Government has shown its commitment to women's empowerment by putting in place legal instruments that grant women property ownership and control and that recognize their human and democratic rights, which were denied before the ratification of the 1995 Constitution. The government even proclaimed that all government ministries were to mainstream gender issues in the budget preparation process in 2016. But, despite these efforts, women's participation in the productive sector, including in agriculture, is very low, as discussed above. The consequences of the low level of participation of women in agriculture include greater food insecurity and poorer nutrition for women, children and youth. A World Bank study (2019) revealed that women farmers produce between 13 and 25 per cent less than their male counterparts, whereas the gender gap in production for Ethiopia specifically was estimated at 23 per cent, because of women's low level of participation.

One of the major challenges regarding women in agriculture is that their needs and requirements are not well planned, programmed and budgeted because the Ministry of Agriculture does not use GRB despite the existence of legal provisions that compel MDAs to adopt the approach. Failure to adopt GRB has resulted in challenges in the design of policies and programmes and in the evaluation of the benefits to women. This has also resulted in women's programmes that require funding being neglected, which makes oversight difficult and means that impacts of government funding on women and men cannot be correctly documented.

The other challenges that have been identified are the limited technical know-how and capacity of staff in the MDAs to mainstream gender into budgets,

programmes and activities. In terms of research, women farmers are rarely involved in the design of the studies but are the subjects of research. The research process is largely controlled by technocrats. The findings of the various studies are never unpacked and repackaged for the benefit of the farmers, as they are considered ignorant. However, involvement of the farmers will result in adoption and implementation of the findings and the creation of a sense of ownership of the changes required.

## 5.8.1 Conclusions

The price of gender inequality is very high. Studies of agricultural productivity in Ethiopia have indicated its magnitude, which is expressed in terms of social and economic costs. Accordingly, a simple estimate suggests the annual cost of the gender gaps in agricultural productivity amounts to US\$1.1 billion (International Monetary Fund, 2013)<sup>35</sup>. Unless the government puts in place measures to address gender issues, this cost will continue to increase in Ethiopia and women will bear the brunt of this. This will defeat the purpose of the CAADP and Malabo Declaration principles of making agriculture the transformative tool of the country's economy. Furthermore, empowering women economically not only benefits them and their families but also improves social norms and practices in the division of labour and decision-making.

Therefore, there needs to be a considerable change of direction for gender imbalances to be addressed at all levels of the institutions. Furthermore, African ministries of agriculture should earmark budget allocations to programmes that address the issues of gender inequality within a certain period of time. Gender mainstreaming needs to be strengthened and expedited in order to increase the benefit obtained from rural labour (men and women) and enhance value addition in the agricultural sector.

## 5.9.1 Recommendations

- The GRB guidelines developed need to be fast-tracked into action to ensure that women benefit from investments in agriculture.
- The MDAs need to design and implement more gender-transformative strategies to address the

<sup>35</sup> IMF (2013)

obstacles women experience that emanate from social norms that view men as farmers/producers and women as family caretakers/consumers.

- Develop and put in place enforcement mechanisms that will compel MDAs to adopt GRB in line with the legal requirements of the country.
- Develop and evaluate the capacity of the MDAs in gender-responsive monitoring and evaluation. Mainstream gender and use innovative gender approaches in research and development. Gender-responsive programming and budgeting are also essential.
- Develop strategies to mainstream gender into all MDAs' programmes to redress disparities between men and women in accessing productive resources, support systems, extension services, training, etc. for the achievement of agricultural transformation.
- Sustain the CAADP momentum by adhering to its principles of inclusivity. This will provide for the economic empowerment of women through agriculture.
- MDAs should refocus agriculture-related spending to target women farmers in key services.



Photo: UN Women/Catianne Tijerina

## 6.1

# MALAWI

### 6.1.1 Introduction

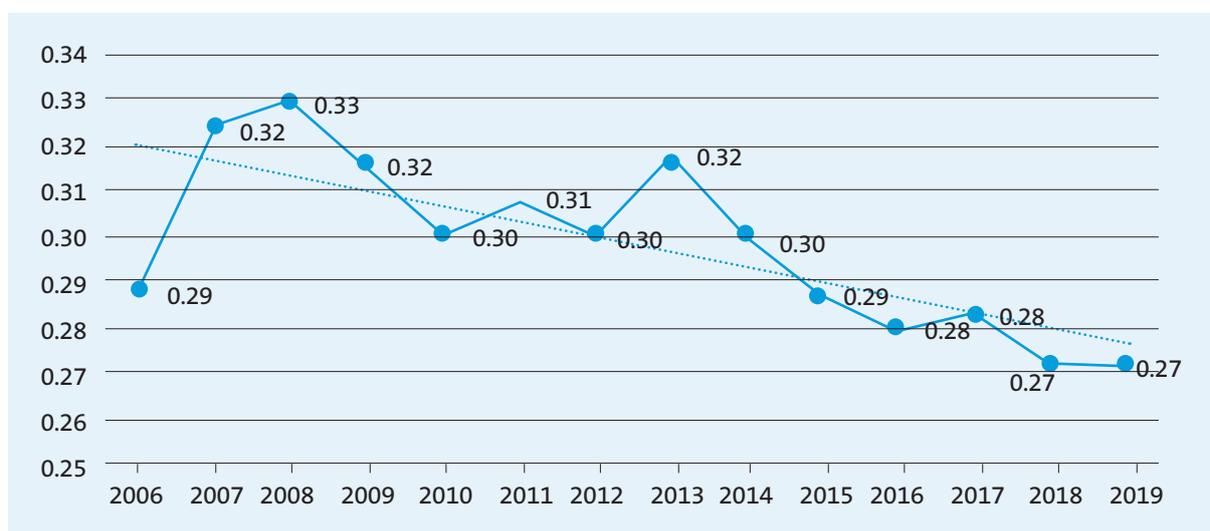
Agriculture remains the pillar of socioeconomic development in Malawi. According to the National Labour Force Survey (2013), the sector provides 64 per cent of employment compared with 16 per cent from the other economic sectors. The sector also contributes 81 per cent of the country's foreign currency earnings and 42 per cent of gross domestic product (GDP). The agriculture, forestry and fishing contribution to GDP has always been about one third of the national GDP. It was noted that the contribution of agriculture to GDP has been declining since 2006. The manufacturing sector, like other sectors, contributes only 12 per cent to GDP. This makes the sector central to the economy of Malawi.

The majority of farmers in Malawi practice subsistence rain-fed agriculture and this has rendered the sector volatile as it is dependent on the climate-sensitive resources. The country often suffers from dry spells, droughts and floods. Floods are more common in the southern part of the country, which has a high population density and experiences more rainfall. The average land holding size per household in Malawi is 1.2 ha. It should be noted that, despite the land holding sizes and insecure land rights, women in Malawi hold more land than women in other countries on the continent.

### 6.2.1 Background

Owing to the centrality of agriculture to the economy, Malawi signed the Maputo Declaration (2003) and the Malabo Declaration (AUC, 2014) on Accelerated Agricultural Growth and Transformation for Share Prosperity and Improved Livelihoods. In 2010, Malawi signed the Comprehensive Africa Agriculture Development Programme (CAADP) compact, which was meant to pave the way for the development and implementation of the Malawi Agriculture Sector Wide Approach. The policy document developed in 2010 is consistent with the CAADP framework and was thus the National Agriculture Investment Plan (NAIP) of the country. In line with the Maputo Declaration, the Agriculture Sector Wide Approach's mandate was to increase agricultural production in Malawi to realize 6percent growth. The document also mandated the country to allocate at least 10 per cent of its national budget to agriculture and is aligned with the Malawi Growth and Development Strategy. The national engagement with and implementation of the Malabo Declaration was therefore viewed as a priority at national and sector level to achieve and sustain economic growth.

**FIGURE 5:**  
**Agriculture, forestry and fishing GDP contribution**



**6.2.1.1 Women’s participation in the agricultural sector**

The agricultural sector in Malawi is dominated by women, who are responsible for 70 per cent of household food security. Agriculture is carried out on land where they do not have secure tenure. The women also provide most of the agricultural labour force (estimated to be 50–70 per cent). They provide the labour in the sector as well as carry out their reproductive roles and this has created a burden on the women. In addition to their triple role, women in Malawi also face a number of challenges and these are related to their access to the control of factors of production, participation and decision-making at farming household level and community level. These challenges are exacerbated by higher levels of poverty and illiteracy among women than among men. It has always been assumed that women in the matrilineal systems have secure tenure, but studies have shown that, even though land is passed through the female members of the family, the male members have the final say even in their absence. This shows that women in Malawi, in both the patrilineal and matrilineal systems, face the same problems in terms of access to and control of the factors of production. Women do not have direct decision-making power and this creates more challenges for them as they do not have control over the proceeds of their labour. Women in Malawi face problems in accessing extension services as these, like in most African countries, were not planned with the needs of women farmers in mind. Owing to their insecure tenure rights, women face problems in accessing credit. Although they receive inputs through the government Farm Input Sub-

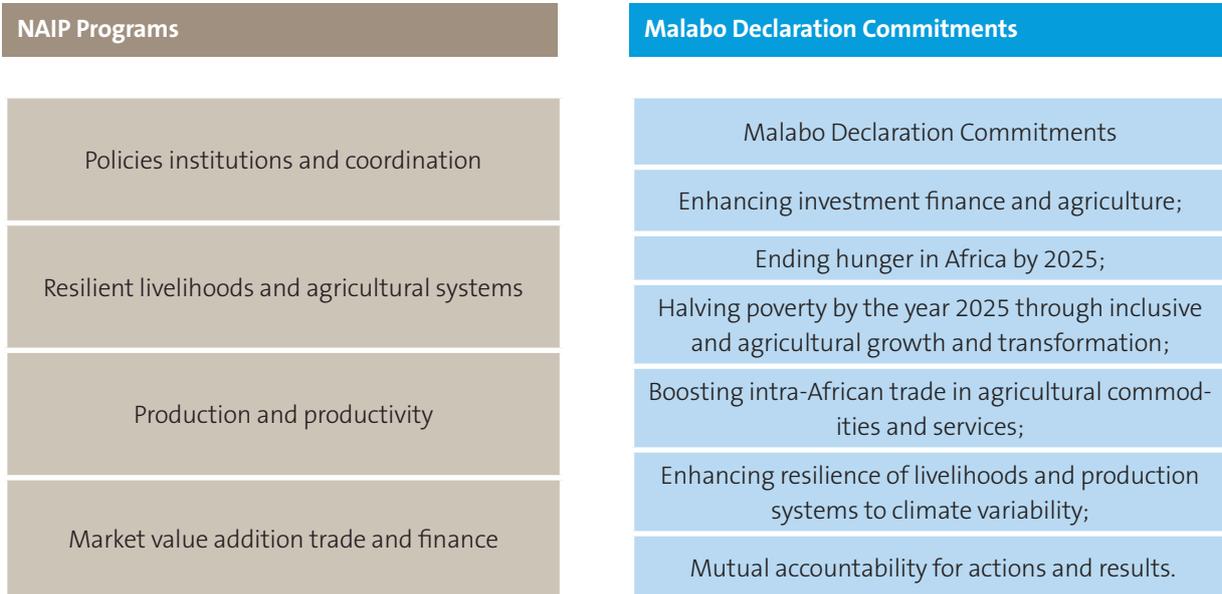
sidy Programme, it is not clear how the inputs are used due to intra household sharing of resources. The fact that the women lack decision-making power means they may not be in a position to decide how the inputs are used. It would be interesting to commission a study that looks at how the inputs provided by government are used at household level.

**6.2.2.1 Implementation of the Malabo Declaration**

The implementation of the CAADP and Malabo Declaration at national level has been achieved at policy creation and implementation levels. The main policy document on the national implementation of the continental policy framework was the NAIP, and this made agriculture a key priority area in the national development strategy and in increasing and sustaining the agricultural investments. The NAIP mandate was to ensure the transformation of the agricultural sector. The NAIP also sought to guide investments into the agricultural sector of Malawi and was to be implemented in line with the country’s medium-term plan: the Malawi Growth and Development Strategy and the National Agricultural Policy. The NAIP of Malawi is compliant with the Malabo Declaration and, thus, if fully implemented, will achieve the seven commitments agreed to in 2014. Figure 6 shows the NAIPs and the Malabo Declaration commitments.

The 10 per cent allocation of the total government budget to the agricultural sector is one of the key recommendations of the Maputo Declaration. A trend was plotted using data from REKSAS (2003 to 2017) to assess the performance of Malawi on this indicator.

**FIGURE 6:  
NAIPs and Malabo Declaration commitments**



### 6.3.1 Gender analysis of the National Agriculture Investment Plan

The Gender Act of 2013 and the National Gender Policy of 2015 of Malawi guided the implementation of gender-related activities to reduce gender inequalities and enhance participation of women, men, girls and boys in socioeconomic development processes. According to the National Statistical Office of Malawi (2018),<sup>36</sup> 51 per cent of the total population is female. In both Malawi Growth and Development Strategy II and the NAIP, gender issues are presented as a cross-cutting issue that affects 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, in Malawi, women farmers are less productive (by 28 per cent on average) than their male counterparts. However, according to *The Cost of the Gender Gap in Agricultural Productivity in Malawi, Tanzania and Uganda* (UN Women et al., 2015),<sup>37</sup> Malawi stands to gain if women are more involved in the entire agricultural value chain.

One of the major aims of the NAIP is to increase the participation of women and youth in agricultural value chains and institutions. Despite the NAIP putting in place measures to close the gender gap in agriculture, it was observed that not much of what was highlighted in the NAIP and other strategic documents is being implemented to address the gap. Evidence shows that most of the activities in the agricultural sector are based on farming households rather than considering women as the subject of the various interventions for implementation. There is therefore a need to close the gender gap and this can be realized by ensuring that women have secure land rights and are part of the decision-making processes at both household and national level. The gender gap will be closed once women have equal access to key production resources, including finance.

### 6.4.1 Public expenditure analysis

The Government of Malawi has prioritized agriculture in line with its commitment to the Malabo Declaration, and this resonates with the country's

Millennium Development Goals as well as the Sustainable Development Goals. In Malawi Growth and Development Strategy III (2017–2022), agriculture is a key priority area, alongside water development and climate change management, in addition to another three key priority areas. The Ministry of Finance, Economic Planning and Development is responsible for the coordination and implementation of the monitoring and evaluation of budget implementation. The ministry has put in place mechanisms that will allow ministries, departments and agencies (MDAs) to address gender as a cross-cutting issue in the budgeting processes. This, according to the guidelines, was meant to ensure that MDAs budget using the gender-responsive budgeting (GRB) framework and principles. The Ministry of Finance, Economic Planning and Development has not developed any indicators that would be used to monitor if MDAs are using GRB to develop their budgets. The development and adoption of indicators would assist in establishing if the budgets have included women's interests. Owing to a lack of indicators, there is no clear indication of how much money MDAs allocate to women and gender issues in their programmes and activities. This makes it difficult to track if women are benefiting from the various budget allocations of the MDAs. Suffice to say, female employees in the various MDAs benefit through their salaries, but it is difficult to conclude that the majority of the women who are farmers are adequately catered for in the programmes and activities implemented at all levels. Although all MDAs are required to produce and submit reports to the Ministry of Finance, Economic Planning and Development as one way of ensuring that good public financial management processes are followed, it was observed that the expenditure reports submitted to the Ministry of Finance, Economic Planning and Development do not have gender expenditures, thereby making it difficult to isolate spending on gender activities.

This is despite the agricultural expenditure increasing in absolute terms. The significant increase has been due to the introduction of the Agricultural Productivity Investment Programme and a fertilizer subsidy programme. Figure 7 shows the progression of the budget increments. The trend shows that, from 2003/04 to 2005/06, Malawi was not able to meet the prescribed budget allocation to agriculture. However, the budget allocation increased and reached the Maputo Declaration target in the financial year 2005/06 largely on account of the Farm Input Support Programme, which the government introduced during that year. Figure 7 also shows that,

<sup>36</sup> National Statistical Office of Malawi (2018)

<sup>37</sup> UN Women et al., 2015

from 2005/06 to 2016/17, the budget allocation remained above 10 per cent, albeit with variations.

It is commendable that Malawi has achieved the CAADP target from 2006 to date, with a significant proportion of the allocation going towards the Food Security Pillar of the NAIP. The positive impact of the Farm Input Subsidy Programme is well documented, including its impact on food security at household and national levels through achieving adequacy in food consumption, which has resulted in a reduced incidence of malnutrition. However, the effects of weather and climate variability have resulted in low agricultural production, affecting its contribution to the economy.

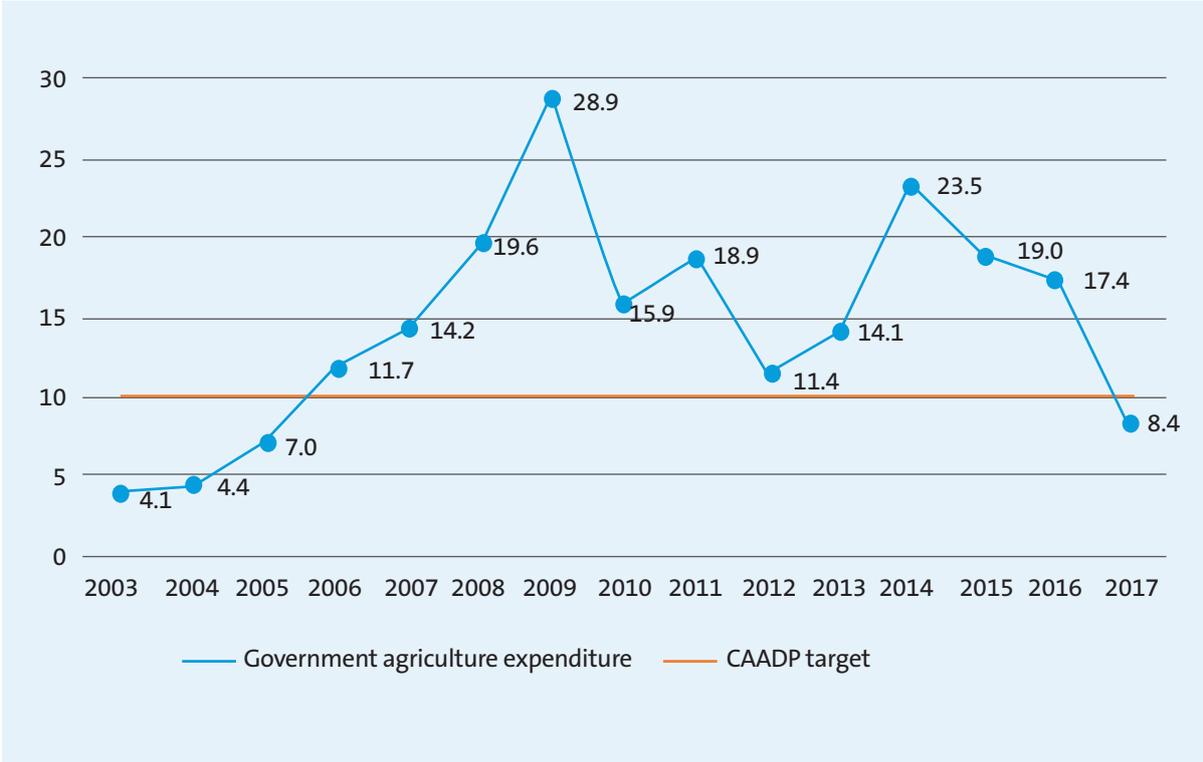
### 6.5.1 Agricultural value chains and women’s empowerment

Agricultural production in Malawi requires the right combination of production resources (e.g. land, labour and capital) just like any other primary industry. From 1966 to 2018, the population of Malawi rose from approximately 4 million to approximately 17.5 million, and this has resulted in an increase in the demand for and availability of land for farming. It should be noted that the majority of the land in Ma-

lawi is held under customary tenure where culture is the key factor in the determination of ownership of land for both residential and farming purposes. Two customary systems in Malawi determine land ownership among women. In the matrilineal system, land is passed down the female line (*chikwami-ni*). However, as mentioned elsewhere in this report, in theory the women in this system own the land but the final decisions rest with the male members of the clan. The other cultural system is patrilineal, and land is owned and controlled by men. Customary norms governing land rights mean that only one third of agricultural holdings in Malawi are owned by women (UMFULA, Future Climate for Africa Programme, n.d.). Women’s farms are often less than half the size of those owned by men. At the same time, women are more likely to operate more marginal land and are far less likely to practice irrigation farming (FAO, 2011).

The increase in population from approximately 4 million in 1966 to approximately 17.5 million in 2018 has resulted in increased demand for of arable land and a reduction in its availability for farming households. The majority of farming in Malawi is done on customary land where culture is the key factor in determining ownership of land for both settlement and farming. In addition to limited and insecure

**FIGURE 7:** Trend in government expenditure on agriculture against the Maputo Declaration commitment



land rights, women also experience other challenges including access to financial resources to buy farm inputs, extension services, improved gender-sensitive technologies, government-subsidized inputs and markets. These challenges are embedded in the policy framework that does not provide guidelines on how women's issues should be addressed, this cascades to the implementation level. Lack of gender-responsive indicators in both the policy statement and the action plans exacerbate these issues. The targeting of government programmes to the household as a unit of analysis creates problems for women as, in most cases, it is the male members of the household that are approached by institutions at the expense of the women farmers. In most cases, women are not involved in key cash crops as these are still considered to be a male domain. The markets for high-value crops are dominated by men who, in most cases, do not invest at household level, and this leaves women in the vicious cycle of poverty. Women in Malawi are mostly involved in low-profit crops that do not provide much profit. Although they contribute 50–70 per cent of the labour, they end up not controlling any of the finances derived from the sector.

As indicated elsewhere in the report, women in Malawi still experience problems in accessing services across the value chain. The use of the household as a unit of analysis further creates problems for women in terms of fully benefiting from the resources, as the intrahousehold sharing of resources is not usually in their favour. Female-headed households tend to benefit more from the agricultural budgets as they make most of the decisions. By virtue of being able to make independent decisions, women in these households are even able to participate in community-based activities, and have control over the income derived from their farming activities. It can be concluded that female households are able to achieve economic empowerment through agriculture. Women are involved in the cropping of beans, rice, tobacco and soybean, among other crops, but do not benefit as much as their male counterparts. This is particularly important in Malawi as women make up more of the labour force than in other countries. The proportion of women in the labour force is 29 per cent higher in Malawi than in Ethiopia.<sup>38</sup>

#### **6.5.1.1 Groundnut value chain**

Studies argue that there is a productivity gap of 28 per cent between males and females involved in groundnut production.<sup>39</sup> This big difference may be

due to differences in access to and control of resources by men and women. When produced by women, groundnuts are seldom planted in a large area of land and are grown with fewer inputs compared with when the crop is grown by men. Some organizations, including the National Smallholder Farmers' Association of Malawi, Solidaridad and the United States Agency for International Development, have put in place projects to reduce the gender gap within the groundnut value chain in Malawi. These interventions have led to the promotion of joint decision-making, equal sharing of resources, access to finance and shared labour throughout the value chain.

#### **6.5.2.1 Fish value chain**

Women are often excluded from the fish value chain in Malawi. It is estimated that 70–90 per cent of women who participate in this value chain are outside cultural institutions such as marriage. Those who participate in the value chain work the same hours as men but also have caring duties, making their daily working hours longer. Women dominate the processing and intermediary roles in the fish value chain. However, they often sell their produce to male traders who then make the bulk of the profit by virtue of occupying spaces higher up the value chain. Women in the fish value chain also face abuse through what is now known as 'sex for fish'. Women trade sex for the option of being the first to buy fish from the fishermen when they return to shore.

#### **6.5.3.1 Soybean value chain**

Soybean is an important crop for Malawi. Over the past few years, there has been a rapid expansion of the crop, backed by the Government of Malawi. Around 60 per cent of soybean is produced for home consumption, whereas the rest may undergo value addition before being sold. Soybean can be value added to produce soymilk and tofu, among other things. According to a study by the organization Solidaridad, although women in Malawi have more decision-making power in the value chain, their yields could increase by up to 30 per cent if they had access to the same resources as their male counterparts. Women in Malawi continue to have less access to and control over land, which is a productive resource. The United Nations Environment Programme (2018) estimates that women have less than half of the land that men have, and this land is likely to be marginal. The lack of control over productive resources by women increases the gender gap.

<sup>38</sup> Joe-Nkamuke et al., (2019)

<sup>39</sup> Joe-Nkamuke et al. (2019)

## 6.6.1 Challenges and areas of improvements

The agricultural sector in Malawi is governed by five departments/levels from national level to local level. The Department of Extension Services in the Ministry of Agriculture, Irrigation and Water Development has the mandate to oversee the mainstreaming of gender services at national level as well as to oversee capacity-building and lead the implementation of all gender activities in the agricultural sector. At district level, the office of the Agricultural Development Division has officers responsible for gender activities, whereas at the Agricultural Extension Planning Area and section levels there are no specific officers for gender, despite this being where the majority of the farmers, including women farmers, are found.

The other challenge affecting gender mainstreaming in the sector is the limited human and financial resources. The department is largely funded by external donors who fund projects instead of programmes. The extension officers who interact with the farmers on a daily basis are not trained in gender mainstreaming and thus do not know how to deal with the issues. Although capacity-building efforts have been made at all levels, there are still significant capacity gaps with regard to gender knowledge, attitudes and practice that need to be addressed if gender is to be successfully mainstreamed into the agricultural sector. There is a need for the department to undergo a paradigm shift in order for attitudes towards gender issues to be changed. Without this paradigm shift, any training that will be undertaken will not achieve any positive results. This will defeat the aims of the country's NAIP, which acknowledged gender as one of its key cross-cutting issues. In addition to the mindset of the officers, the fact that the NAIP approaches gender as a cross-cutting issue is another challenge, as it does not call for any assessment of the issues.

## 6.7.1 Conclusions

The major conclusions from this research on Malawi are highlighted below.

Agriculture remains the most important sector in the economy of Malawi, but the country's overdependence on rain-fed agriculture and the effects of external shocks lead to inconsistencies in production and contribution to the economy, such that the 10 per cent budget allocation may not consistently re-

sult in the desired 6percent economic growth. The Ministry of Agriculture, Irrigation and Water Development has made tremendous progress in implementing the Malabo Declaration principles nationally through the production of the NAIP, which aims to prioritise the Coordinated Agricultural Transformation Plan for Malawi from 2017/18 to 2022/23. Gender issues are viewed as cross-cutting issues and this prevents departments from mainstreaming gender across plans, budgets, programmes and activities. Another conclusion reached was that, although guidelines for mainstreaming gender into budgets are in place, the country does not have mechanisms such as indicators to track if MDAs have budgeted using the GRB approaches.

Most of the MDAs do not collect performance indicators nor report on gender. There is no official guideline to compel them to do so and this study concluded that this was due to gender being viewed as a cross-cutting issue. Poor knowledge and negative attitudes among the staff in the Department of Extension Services were another issue that led this study to conclude that there is limited political will for mainstreaming gender in the sector. Another conclusion is that, as long as women do not have control over agricultural resources and are not involved in decision-making at all levels, they will not be able to achieve economic empowerment; women will continue to provide labour in the sector but major decisions will be made by their male counterparts.

## 6.8.1 Recommendations

The study makes the following key recommendations based on the findings and conclusions.

The Ministry of Finance, Economic Planning and Development should put in place mechanisms that include gender-disaggregated indicators to ensure that MDAs are developing gender-responsive budgets, and reporting should include expenditure on gender issues. This will assist in making the MDAs accountable. The adoption of the GRB approach by the MDAs should form part of the assessments of the principal secretaries and other senior members of staff.

The Ministry of Agriculture, Irrigation and Water Development should develop internal mechanisms that will ensure that extension staff are mainstreaming gender in their activities. The capacity development should be reinforced with refresher courses as well as exchange visits that will allow the officers to change their attitudes. Specific budget allocations

for gender issues should be introduced at the ministry level and be part of the expenditure submitted to the Ministry of Finance, Economic Planning and Development. Specific gender budgets should be mandatory for all MDAs.

The Ministry of Agriculture, Irrigation and Water Development should focus on the development of irrigation farming and a specific quota allocated to

women farmers so that they can increase their agricultural production. Both the soft skills and the hard skills related to irrigation farming should be taught to women so that they can counter the impacts of weather and climate variability. Climate-smart agricultural practices should complement irrigation and help farmers to diversify into crops that are suitable for their agro-ecological regions.



Photo: UN Women/Catianne Tijerina

## 7.1

# TANZANIA

### 7.1.1 Introduction

The National Development Agenda of the United Republic of Tanzania considers agriculture the lead sector that will realize growth and a structural transformation of the economy and maximize the benefits to all sectors. Agriculture contributes significantly to gross domestic product (29 per cent), and 69.9 per cent of the population is involved in the sector. In terms of foreign currency earnings, agriculture contributes 30 per cent and industry receives 65 per cent of its inputs from the sector. The food and agricultural sector have a direct impact on the attainment of the Sustainable Development Goals, the African Union Agenda 2063 principles and the Comprehensive Africa Agriculture Development Programme (CAADP)/Malabo Declaration commitments. The National Agriculture Investment Plan of Tanzania is the main document that guides the investments in the

agricultural sector in accordance with the tenets of the CAADP. The activities of the Tanzania Agriculture and Food Security Investment Plan (TAFSIP), in line with the Tanzania Development Vision 2025, seek to transform the country's economy into a semi-industrialized one, supported by a modernized and highly productive agricultural sector. The transformation of the country's economy is supported by a number of initiatives that include inter alia the Agricultural Sector Development Programme Phase II, the Southern Agricultural Growth Corridor of Tanzania, *Kilimo Kwanza* initiative and Big Results Now, whose aims are to enhance technology uptake, promote market development and strengthen partnerships. These will result in the improvement of production and productivity, as well as increase incomes and resilience in the face of weather and climate variability. All these initiatives and policy frameworks are premised on the notion that agriculture remains the economic engine of the country.

**FIGURE 8:**  
**Map of Tanzania (the boundaries and names shown on this map do not imply official endorsement or acceptance by the United Nations)**



## 7.2.1 Background

Tanzania is party to the African Union CAADP, where in the government committed to achieve the tenets of the continental policy framework of allocating at least 10 per cent of its national budget to agriculture to achieve 6percent growth. By adopting the continental framework, the country envisaged improving its food security to assist the reduction of poverty at household level. Increasing public expenditure on agriculture was seen as a direct and effective tool for enabling sustainable economic growth in Tanzania. This, in turn, will eliminate poverty and reduce hunger and food insecurity on the continent, as well as enabling the expansion of exports, which are commitments of the Malabo Declaration.

### 7.2.1.1 The Comprehensive Africa Agriculture Development Programme processes in Tanzania

“Because we are still putting less than ten per cent to agriculture, it may seem that agriculture receives less.”(Ndaba, 2012)

Tanzania adopted the CAADP processes through the signing of the CAADP compact in 2010and this was followed by the development of the first National

Agriculture Investment Plan, officially known as the TAFSIP, which covers the period 2011–2021 (United Republic of Tanzania, 2011). The TAFSIP was adopted in 2011 and resonates with the mainland Tanzania Development Vision2025 and the Zanzibar Development Vision 2020.

TAFSIP is expected to help the Government of the United Republic of Tanzania to identify priority areas and channels for increased mobilization of investments to the agricultural sector and to act as a forum to solicit commitment and coordination of all players in the agricultural sector. The plan will also support the ongoing implementation of the main long-term agricultural sector development programmes (Agricultural Sector Development Programme/Agriculture Strategic Plan).

### 7.2.2.1 Participation of women in agriculture

Agriculture in Tanzania is characterized by small-holder farmers with an average of 1–3 ha of land per family. The sector provides livelihoods for about 80 per cent of the population (United Republic of Tanzania, 2003) and women form at least 70 per cent of the workforce and provide most of the labour on these farms. It was noted that households that rely mainly on agriculture tend to be poor and produce

**TABLE 8**  
**CAADP/TAFSIP timeline**

March 2003	CAADP endorsed by African heads of state in Maputo
September 2008	The United States Agency for International Development commits US\$15million to CAADP over five years; other donors follow
March 2010	Joint mission of New Partnership for Africa’s Development, CAADP Lead Pillar Institutions and the Southern African Development Community visits Tanzania
April 2010	Follow-up mission by New Partnership for Africa’s Development Agency, Food and Agriculture Organization of the United Nations Investment Centre Rome and Regional Strategic Analysis and Knowledge Support System East African Community Multisector taskforce established
May 2010	Taskforce stocktaking
July 2010	Roundtable (6 July) and compact signing (8 July)
May 2011	Independent technical review of the proposed investment plan (25 to 31 May)
November 2011	Investment plan finalized; the TAFSIP is launched by President Kikwete at a high-level business meeting; technical meeting (10) and political buy-in gained
December 2011	TAFSIP implementation begins
May 2012	Global Agriculture and Food Security Program approves a grant of US\$22.9 million for input subsidies and rice irrigation scheme

Source: Cooksey (2013).

mostly for household consumption. The poorest of such households are normally headed by single women (Tanzania Gender Networking Programme, 2003; United Republic of Tanzania, 2003b). In terms of influencing policies, farmers, especially women, in Tanzania are voiceless. The role of women in agricultural production and decision-making is not taken into account or recognized in the policy frameworks and this has impacted negatively on their ability to be active players and agents of change in the economic transformation of the country. Without ownership and control, women are not able to make decisions or be involved in decision-making or create time for leisure and participation in community activities. This is because most of their time is tied up in the provision of labour at household level. According to the International Fund for Agricultural Development (2007),<sup>40</sup> the ability of individuals, especially women, to contribute to the economic development of their households or community is determined and affected by their socioeconomic characteristics. The characteristics create gender inequality that manifests itself in a number of ways. The most notable characteristics are that women in these circumstances are very poor and do not have adequate access to extension services, which results in them having low yields. Access to credit is a challenge among women farmers as they do not have collateral.

Without adequate resources, women farmers are not able to achieve optimum production as they lack inputs and tools.

The impact of the lack of land controlled by women was highlighted in an interview with the chairperson of the Rural Women Farmers Forum in (2019)<sup>41</sup> when she said, 'once women have access and control over land everything will change and that is when you see them enjoying'. The above has been substantiated in a study that showed, overall, women constitute a small proportion of those involved in decision-making, especially in the ministries responsible for agriculture and other technical ministries, departments and agencies (MDAs).

The poor representation of women in decision-making, their lack of access to resources and their low level of participation in community leadership have an impact on overall women's economic empowerment, a component that the TAFSIP endeavours to address. Women's economic empowerment can be realized only when all five dimensions of the Women's Empowerment in Agriculture Index (WEAI) are

recognized. The Rural Women Farmers Forum in Tanzania maintains that efforts have been made to ensure that women are part of the leadership of the forum. It was revealed that, in the areas where the group is active, the number of women who have competed for leadership positions has increased over the last few years. In the Kishapu district of the Shinyanga region, 16 women hold the position of chairperson; in the Mbeya District Council region, 15 are now neighbourhood chairpersons; and in Ijombe, 10 women now hold the position of ward chairperson. The above statistics, although not representative of women in Tanzania, show that some strides are being made to bring women into leadership positions. As the number of women in leadership positions increases, it is assumed that they will develop and nurture a position from which to advocate for the full recognition of women in the important spheres of their lives, especially in terms of secure access to land and other necessary inputs that will enable them to fully participate in the agricultural value chains.

Currently, most policies fail to meet the five WEAI dimensions, as women continue to have less control over key factors of production, which reduces their income as well as their capacity to access requisite resources (both financial and technical). The poor recognition of women in the policies reduce them to merely providing labour on the land and deriving very little benefit. The following section endeavours to analyse how the TAFSIP addresses and supports the economic empowerment of women in Tanzania.

### 7.3.1 Gender analysis of the Tanzania Agriculture and Food Security Investment Plan and its linkages to Tanzanian agricultural policy

The TAFSIP recognizes the heterogeneity of its intended beneficiaries but it does not go further to provide gender-disaggregated figures. Provision and recognition of gender disaggregation is important, as smallholder farmers comprise both men and women, with the latter forming the majority. The lack of gender-disaggregated data risks the marginalization of women smallholder farmers, who are the majority of the smallholders farmers, or at least prevents them from participating fully in the sector. This is against a background of rapid agricultural commercialization that is envisaged for the country through a number of initiatives, notably the *Kilimo*

40 Fund for Agricultural Development (2007),

41 Rural Women Farmers Forum in (2019)

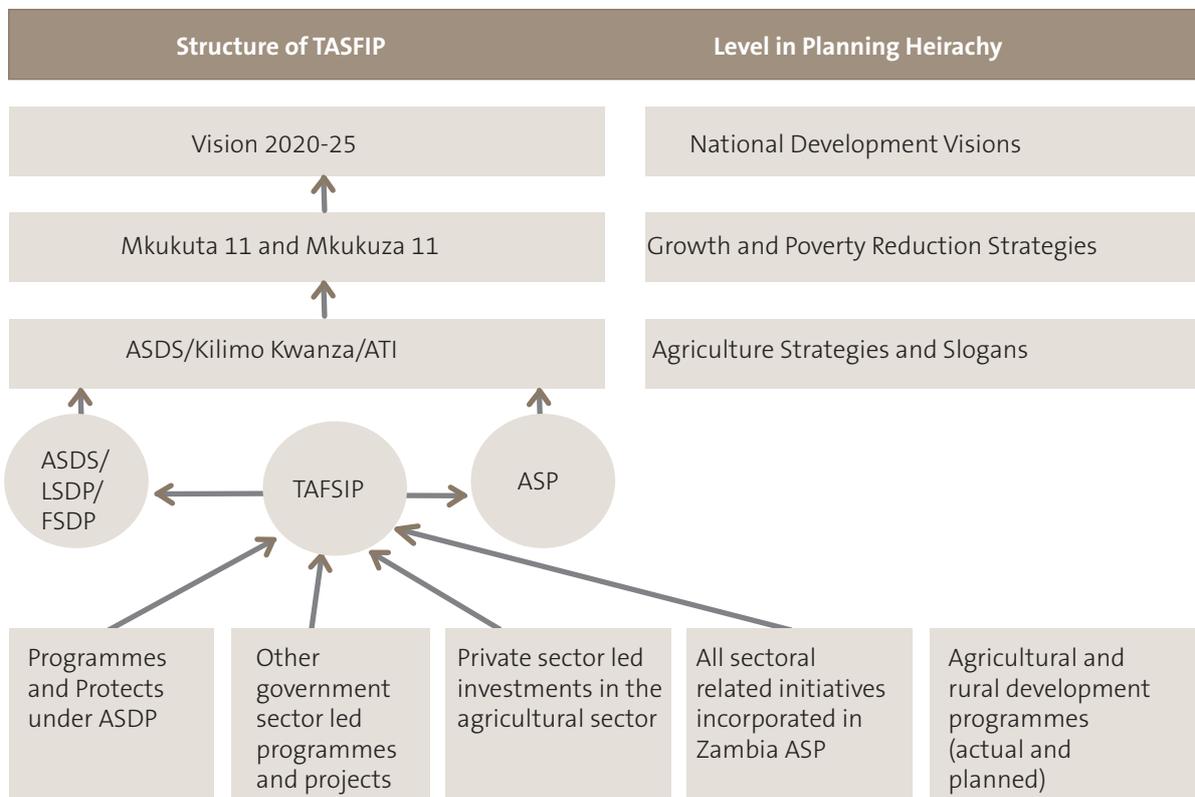
*Kwanza* and Southern Agricultural Growth Corridor of Tanzania projects/programmes.

Although the full implementation of the investment plan is expected over time to reduce the number of beneficiaries of social protection programmes, this will not be realized as long as issues of disaggregation in terms of gender are not taken into account. Until these are taken into account, implementation will continue to exclude women smallholder farmers to the detriment of achieving the CAADP/Malabo Declaration tenets. The plan notes that its implementation is subject to a number of challenges that affect all development programmes and projects in Tanzania. Of significance is the willingness of the private sector to participate, which is necessary in ensuring that the primary target group (smallholders) participate and contribute fully, as well as the limited institutional and human resources capacity in the public sector, which will result in the poor coordination of the implementation of the investment plan. The challenges posed by weather and climate variability will also impact on the full implementation of the plan as there is limited capacity and resilience among the smallholder farmers.

The CAADP framework provides support to the agricultural sector to enable the country to transform its economy and ensure food and nutrition security at all levels. The policy frameworks provide for opportunities for the private sector to play a leading role in agricultural development. Despite the noble intentions of the framework, sentiments were raised that “TAFSIP is a piece of paper on the shelf”; this suggests that all is not well with the implementation of the plan. The country indicated that there was wide consultation in the development of the investment plan but the study found that not many stakeholders seemed to have bought into or adopted it.

To ensure that issues of gender mainstreaming are truly captured in the TAFSIP, the Ministry of Agriculture and Food Security has a gender focal person located in the administration department. Although this development has been welcomed, it was established that not much traction has been made to ensure that the investment plan takes into account gender issues, especially in terms of implementation. A number of challenges have been observed; the most critical is that of unclear terms of reference to guide the gender focal person (GFP) in her/his activities. It

**FIGURE 9:**  
**Structure of TAFSIP (adapted from Cooksey, 2013)**



was also cited that the incumbent has no experience of gender issues as she is an agricultural technical person. However, this study tends to disagree with the assertion that the incumbent is unable to fully provide oversight of gender mainstreaming of the investment plan because gender is an analytical tool and thus can be used in the assessment of different activities by anyone who has appreciation for and interest in women's economic empowerment. Since gender is an analytical tool, it is important that the training provided to GFPs reflects this and that practical exercises that link the concept to different disciplines are part of the process. Gender mainstreaming guidelines and indicators should be part of the training and these should be mandatory, not only in the Ministry of Agriculture and Food Security but in all MDAs.

The study was also informed that the GFP has inadequate knowledge of gender analysis, and, again, it was concluded that this was partly due to the training received as well as the poor recognition of the importance of gender in a technical ministry. This resulted in poor or irregular consultations with the policy department. According to this study, gender was viewed not as a strategic issue but as an add-on. Ironically, the programming in the ministry is intended to meet the needs of the farmers, the majority of whom are women. It should be emphasized that the concept of gender is not synonymous with women, hence the need to use it as an analytical tool to establish how policies, programmes and resource allocation impact on the needs of both men and women.

#### 7.4.1 Public expenditure analysis

Since the launch of the CAADP in 2003, Tanzania has doubled its spending on agriculture. This, according to the literature, is a result of the country's commitment to the CAADP/TAFSIP, which have sought to leverage more public funds to the sector. This has resulted in the growth of the agricultural sector in Tanzania. However, this information has not been substantiated as monitoring was found to be rather weak. There is no evidence that smallholder farmers, especially women, have benefited from the increase in public expenditure. Although agriculture has been enhanced through the Global Agriculture and Food Security Program, which aimed to support the rehabilitation of small-scale irrigation farming, no data are available to show how support was distributed among the farmers, especially women. Without concerted efforts to ensure that women benefit from irrigation agriculture, the attainment of the five dimensions

of the WEAI cannot be achieved, which, as discussed elsewhere in this report, provides and shows that a country is promoting the economic empowerment of women and ensuring that they contribute to the transformation of the economy.

Table 9 shows the major investments that have been provided to agriculture. However, this study did not find any data that show how these funds were distributed among the farmers, especially women farmers and those in female-headed households. It was also established that the bulk of the funding (US\$3.4 million) was earmarked for the Southern Agricultural Growth Corridor of Tanzania project, which is a commercial project, and it is known that very few smallholder farmers are involved in commercial farming. No disaggregated data were available to show the number of small-scale farmers that have benefited from the budget drawn from both the government and development partners.

The involvement of the private sector in agriculture is a positive approach as Malabo Declaration commitment II calls for this, but, from the data obtained through this study, private sector funding is mainly for the large, commercial farming processes, in which very few, if any, women smallholder farmers are found. In most cases, smallholder farmers are share croppers or contract farmers and do not control the proceeds from the land.

The study also established that, although the role of the private sector is acknowledged, it was noted that there is a need to boost its capacity to drive agricultural growth. This will be achieved through the development of an enabling environment that will allow the sector to fully play its role. The issues that require attention from the government include, inter alia, creating opportunities for long-term financing at affordable interest rates, revisiting the taxation system and its application at different levels and the relaxation of the tedious procedures for land access and licensing of business. The poor infrastructure, such as lack of feeder roads, poor electricity network, poor communication network and the limited capacity of institutions that provide support to the CAADP process, was cited as another area that requires immediate government attention.

There is a lack of disaggregated data, yet the country has adopted a gender-responsive budgeting (GRB) approach as stipulated in both the East African Community guidelines and the Southern African Development Community guidelines. Although the guidelines are not binding, they provide a framework through which

**TABLE 9:**  
**Major investments in the agricultural sector of Tanzania**

Activity	Donors	Timeframe	Cost (US\$million)
Agricultural Sector Development Programme	United Republic of Tanzania government, the World Bank, Japan International Cooperation Agency, Ireland, African Development Bank, International Fund for Agricultural Development	2006–2013	Approximately 200 per annum
Accelerated Food Security Project	The World Bank	2008–2010	160
Feed the Future	The United States Agency for International Development	2011–2015	300
Tanzania Bread-Basket Transformation Project	United Republic of Tanzania government, Alliance for a Green Revolution in Africa	2010–2015	173
Southern Agricultural Growth Corridor of Tanzania	United Republic of Tanzania government, the private sector, the World Bank, other development partners	2011–2031	3,400
Marketing Infrastructure, Value Addition and Rural Finance Support Programme	United Republic of Tanzania government, International Fund for Agricultural Development, African Development Bank, Alliance for a Green Revolution in Africa	2011–2018	150
Southern Highlands Food Systems Programme	Food and Agriculture Organization of the United Nations	2011–2012	5.3
Rural Micro, Small and Medium Enterprise Support Programme	International Fund for Agricultural Development	2007–2013	25
National Rice Development Strategy	Japan International Cooperation Agency	2009–2018	Not available
Rural Livelihoods Development Programme	Swiss Agency for Development and Cooperation	2005–2011	21
Accelerating Progress Towards the Millennium Development Goals: Country Action Plan 2010–2015	United Nations Development Programme	2010–2015	Not available

Source: Adapted from United Republic of Tanzania(2011), annex 4.

member states can ensure that national budgets create gender equality. In this regard, Tanzania has taken steps to promote GRB within national and local government levels. This is being achieved through the implementation of a number of initiatives that include, inter alia, the establishment of a GRB core team within the Ministry of Finance and Planning to oversee GRB implementation in all sectors and local government. The core team is also mandated to conduct GRB training for other relevant government actors.

Efforts have been made to ensure that the MDAs adopt GRB in all their activities. Capacity development on gender mainstreaming was also provided to planning and budget officers to enable them to produce plans and budgets that were gender responsive. Members of Parliament were also trained to enable them to provide informed oversight of the MDAs as well as in discussing budgets at parliamentary level. It is interesting that permanent secretaries and other high-level personnel in government have also received training in gender mainstreaming. Of

interest to this study is the capacity development of permanent secretaries who are heads of MDAs and will be able to provide leadership in gender mainstreaming at policy and implementation levels. Once the issues of gender mainstreaming have been adopted and are being implemented at the permanent secretary level, women will become an integral part of the planning process in the MDAs. This will make gender mainstreaming a strategic issue rather than an add-on and the result will be the creation of opportunities for women farmers to fully contribute to the economic transformation of the country through agricultural development. Although the above initiatives are applauded, there is still a lack of empirical data to show how these skills have been translated into reality for women farmers in Tanzania.

The following section discusses the impacts of non-implementation of various initiatives on the successful economic empowerment of women farmers in line with the WEAI. Table 10 shows the funding that has been channelled to the sector since the adoption of the CAADP/TAFSIP.

As indicated elsewhere in this chapter, the fact that funds are allocated with no gender commitment means that agriculture is still doing business as usual with an assumption that women farmers will benefit by virtue of being a partner/spouse. The adoption of the household as the unit of analysis does not provide adequate protection to women farmers. The use of the household as the unit of analysis can be beneficial to female-headed households but cultural

norms and attitudes have been known to be detrimental. As long as women are not able to control key factors of production, they will not be able to achieve their full capacity to contribute to the transformation of the economy through agriculture. The final result will be that women will not be economically empowered through agriculture, which is their economic mainstay.

### 7.5.1 Agricultural value chains and women's empowerment

Agricultural value chain analysis is a holistic process that pays attention to the complex interactions of income, value addition and the benefits accrued by different players. The process goes further to show the distribution of these benefits at different points along the value chain. Although this is applauded, not much attention is paid to the benefits derived by women. The distribution and benefits derived by women along the value chain are of importance to this study as they will unpack and unmask the benefits that women have derived from the agricultural sector.

Sunflower oils, cashew nuts, rice and avocados, and, in some areas, maize and grapes, are the main value chains in which women are prominent. Along the coast, women are found in the fishing value chain. Women have also ventured into the previously male-dominated areas of livestock and milk production, and this has begun to provide dividends for women. In Iringa and Njombe, women have also

**TABLE 10:**  
**Summary of TAFSIP cost estimates by programme in Tanzanian shilling (billions)**

Programme	Year 1	Year 2	Year 3	Year 4	Year 5	Total	% of all funding
Production and commercialization	958	1,148	1,254	1,361	1,500	6,221	71
Irrigation development	187	214	236	265	298	1,200	14
Policy and institutional reforms and support	104	170	131	145	131	681	8
Rural infrastructure, market access and trade	62	76	79	72	63	357	4
Food and nutrition security	23	49	49	44	46	211	2
Disaster management and climate change mitigation	9	11	19	16	12	66	<1
Private sector development	4	3	3	3	3	16	<1
Total	1,351	1,672	1,770	1,906	2,053	8,752	100
\$1 million equivalent	819	1,013	1,073	1,155	1,245	5,304	

Source: Adapted from TAFSIP (2011) (p. 50) (exchange rate: US\$1 = Tanzanian shilling 1,650).

entered into grape and wine production, in which, traditionally, very few, if any, women operated.

According to an interview with the chairperson of the Rural Women Farmers Forum in East and West Africa, it was established that women farmers were aware of the CAADP/TAFSIP policy frameworks and have started adding value to the various farming products that they are involved in. The chairperson indicated that women farmers have benefited from the 10 per cent budget allocation through the provision of roads and irrigation infrastructure, electricity and factory construction, which provide value addition. In terms of quantifiable benefits, data were not available, but some women farmers have undoubtedly benefited from the 10 per cent budget allocation. This is because members of the Rural Women Farmers Forum have access to information and have been trained to advocate for the allocation of resources from government including access to extension services. Through their interaction with organizations such as Action Aid and the CAADP Non-State Actors Coalition, forum members are aware of the policy provisions and have used this knowledge to their advantage. The chairperson indicated that the Rural Women Farmers Forum is aware that the Government of the United Republic of Tanzania is still to attain the 10 per cent budget allocation to agriculture but, through the 5.6 per cent that is being allocated to agriculture, members of the Rural Women Farmers Forum have been able to derive some benefits.

### 7.6.1 Climate change, climate-smart agriculture and the climate-smart national policy environment

Climate change is a growing threat to food and nutrition security in Tanzania because the majority of smallholder farmers rely on rain-fed agriculture.

The impacts of weather and climate variability manifesting in droughts and floods require an increase in production through diversification into drought-resistant crops. The majority of the people affected by the changes in the weather and climate are women, who have fewer resources to mitigate or adapt to these changes. Although women have a wealth of knowledge on how to adapt to and mitigate climate change, government has not been quick enough to put in place mechanisms that take into account this knowledge and experience. In this context, climate-smart agriculture is critical for food and nutrition security as well as overall development at household and national levels.

To respond to the vagaries of climate change, the Government of the United Republic of Tanzania has developed a number of policies, strategies and programmes on climate change. The National Climate Change Strategy (2012)<sup>42</sup> and the Zanzibar Climate Change Strategy (2014)<sup>43</sup> provide the country's adaptation and mitigation actions. Table 11 summarizes the policies relating to climate-smart agriculture.

The study found that women were aware of the negative impacts of weather and climate variability resulting from climate change from an indigenous knowledge perspective. However, this knowledge had not been embraced at policy and implementation levels. The study was informed that women farmers had started to diversify into crops that were drought resistant and early maturing. Through diversification into drought-resistant crops such as sorghum, communities have been assured of food and nutrition security. Although this is being encouraged, it was found that the export and domestic markets for sorghum were still in their infancy. The government needs to address this so that farmers can start producing for these markets instead of for household consumption only. Once farmers start producing for export and domestic

42 The National Climate Change Strategy (2012)

43 Zanzibar Climate Change Strategy (2014)

**TABLE 11:**  
**Selection of national policies, plans and strategies in Tanzania related to climate-smart agriculture**

Tanzanian National Adaptation Programme of Action	Identifies and promotes activities that address adaptation to the diverse impacts of climate change
National Climate Change Strategy (2012)	Supports approaches to counter the effects of climate change
Platform for Agricultural Policy Analysis and Coordination	Provides support in the improvement of the quality of agricultural sector policies and processes

Source: FARNPAN (2015).

markets, they will begin to increase incomes and fully contribute to the transformation of the economy as well as adapt to and mitigate climate change.

Farming communities, including women farmers, have always used various methods to protect both their soils and the moisture content of soils. In some parts of the country, farmers had moved away from using tractors and other instruments to plough the land. This, according to this study, was to minimize loss of soil, especially top soil, in the field as well as to preserve the nutrients in the soil and its moisture content. Therefore, climate-smart agriculture and its benefits have been practised at community level by women with no policy guidelines from government.

### 7.7.1 Challenges and areas of improvements

One of the major challenges identified through this analysis is the lack of or poor coordination in the implementation of the policy documents. It was noted in a review of the support that the lack of coordination between the MDAs had contributed to the failure to achieve optimum implementation of the TAFSIP. During the study, it was established that TAFSIP required the involvement of relevant MDAs at a high level to ensure that there was effective management and provision of requisite oversight. To achieve this, it was suggested that there was a need to establish a coordinating committee that should be inclusive of non-state actors.

There are too many policies and strategies in Tanzania that are not coordinated, and most of them are donor funded. Donor funding is not sustainable as it is, in most cases, attached to a project, and this has been noted to have negative impacts on policy coherence and implementation. The overall impact is that the implementation of the CAADP will be negatively affected and the country may fail to achieve the goals of the policy framework. There was consensus among the respondents that the country needs to establish its own funding base in order to increase investments into the sector. It was also pointed out that, in most cases, donor funding is for specific projects with time frames, and this was not healthy for a country that is dependent on agriculture.

There was concern about the government's emphasis on engagement with large-scale farming, as this was seen to be detrimental to the women smallholder farmers' ability to benefit from support for the sector.

Large-scale farming is dominated by the private sector and women farmers will not be able to compete at the same level, yet they form about 80 per cent of the farming population. This is a challenge that requires urgent attention if smallholder farmers, especially women, will be able to derive benefits from the tenets of the CAADP policy framework.

Another challenge that has been observed during the study is that the private sector itself is not coordinated and does not, according to Mwpachu,<sup>44</sup> speak with one voice. The Tanzania Chamber of Commerce, Industry and Agriculture, although has an agricultural responsibility, does not represent the interests of the sector. Interviews revealed that institutions such as the Tanzania Chamber of Commerce, Industry and Agriculture were formed at the instigation of development partners and thus are not truly indigenous and do not take into account the different segments of society. Although this is considered detrimental, it is important to recognise the importance of such institutions. This can be achieved by engaging them rather than just dismissing them as being non-inclusive. Strong relations between the state and the private sector that are mutually beneficial would also help to transform the economy.

The poor land rights of women have negative impacts on their overall contribution to the agricultural sector. Insecure land rights have created barriers to women's ability to access credit from the financial institutions that insist on collateral. The other barrier that insecure land rights presents for women is that extension services are not channelled to them as they are not considered farmers per se.

The impact of the large-scale land-based investments was also seen as a challenge that requires urgent attention as the smallholder farmers, especially women, do not seem to benefit from these investments. The stakeholders that were interviewed mentioned that there was a need to embark on a nationwide discussion to enable the farming population, especially the smallholder farmers, to understand the benefits of the large-scale land-based investments.

### 7.8.1 Conclusions

The study concludes that, although Tanzania has signed up to the CAADP principles and is committed to meeting its obligations, it has failed to reach

<sup>44</sup> Mwpachu (2005),

the stipulated 10 per cent allocation to agriculture. The country has also fared badly in the CAADP inaugural biennial review, as it scored 3.08 and was deemed not on track. Despite the low overall score, it should be noted that the country did well in the area of mutual accountability, where it scored 5.39, as well as on the country's recommitment to the CAADP/Malabo Declaration principles, where it scored 3.95. Another conclusion that this study made was that the country needs to realign its agricultural policies as they seemed uncoordinated. The non-coordination of policies will have negative impacts on the implementation of the CAADP, let alone on the benefits for women, who are often found to be the last recipients of any given benefits. There seemed to be no prioritization in investment areas in the TAFSIP. Another problem that was identified was that the TAFSIP is too broad and it has failed to fully articulate priorities for the sector. This meant that any programme related to agriculture could fall under the TAFSIP and no monitoring and evaluation strategy was put in place to ensure that programmes were relevant to the intended beneficiaries. Another conclusion that this study arrived at was that the policies discussed do not benefit the large numbers of poor people, especially women, as they do not resonate with their needs. This is at odds with government claims that, when policies are created, they are there to cater for the needs of the population, particularly the poor.

The emphasis on large-scale commercial farming was seen as a disadvantage to the smallholder farmers, especially women, who lack rights to land, which is fundamental in commercial farming. Although the Rural Women Farmers Forum informed the study that women did benefit from investment, it was not clear how exactly they benefited. What was clear in the discussion was that women's involvement and participation in leadership had increased, including in male-dominated areas such as winemaking.

The study concludes that the provision of oversight of the impacts of the 10 per cent budget allocation was weak and that the MDAs do not view issues of gender as strategic but as something that will make them look good on paper. In essence, there is no political will to move the gender agenda forward and this has negative repercussions for women in general and women in the agricultural sector in particular. The poor resource base of the national gender machinery affected the provision of oversight of how MDAs budget and allocate resources at planning and implementation levels.

## 7.9.1 Recommendations

Drawing from the above conclusions, the study makes the following recommendations, which can be used to advocate for the benefit of women from the national budget in line with the Maputo and Malabo Declarations.

There is a need to develop a strategy that would ensure that the policy frameworks in Tanzania are consistent and speak to each other and to the TAFSIP. It has been indicated that the TAFSIP is just a piece of paper, yet the country has committed and recommitted to implementing the CAADP agenda, and thus it becomes necessary that the various policies resonate with the TAFSIP.

Strengthening the coordination and communication among the various MDAs in the agricultural sector will improve the benefits to smallholder farmers. This will also ensure that the policy frameworks resonate with the realities on the ground.

Encouraging the national gender machinery to work with institutions such as the Rural Women Farmers Forum and the Tanzania Gender Networking Programme will provide the necessary oversight to government on gender mainstreaming. Although a lot of gender mainstreaming has been done in Tanzania, there is a need to intensify this in the area of the CAADP.

The role of the GFP requires strengthening and should be occupied by senior personnel who can influence policy. The current status is rather limiting as the issues relating to gender are always on the periphery. The GFP requires a budget to enable the office to fully function.

MDAs should view gender as a strategic issue that becomes a key result area not only for the GFP but for all departments. The current situation in which gender is seen as a cross-cutting issue has created problems of it being an add-on to existing programmes, and officers are not assessed using gender as one of the key result areas.

A national monitoring and evaluation strategy should be developed across all MDAs. This should be used to monitor if women farmers are benefiting from the national budget and how this changes or transforms their lives.

## 8.1

# UGANDA

### 8.1.1 Introduction, background and Comprehensive Africa Agriculture Development Programme processes in Uganda

The economy of Uganda is still based on agriculture. The majority of farmers are smallholders, with women forming 75 per cent of the total of 3 million farmers. The sector contributes significantly to both gross domestic product (GDP) and the country's foreign earnings (43 per cent and 85 per cent, respectively). This makes the sector important to the country's economy. Food production is mostly done by women, who are responsible for producing 90 per cent of the food consumed in Uganda, and therefore contribute significantly to food production. In Uganda, 76 per cent of women (compared with 62 per cent of men) work in the agricultural sector. This demonstrates the important role women play in agriculture, in terms of both wealth creation and food security. Smallholder farmers have small land-holding sizes and practice rain-fed subsistence agriculture. Although women play an important role in the sector, they lack the resources and support that would assist them in optimizing their work in agriculture, which in turn would enable them to benefit along the value chain. This can be overcome if the government makes a deliberate attempt to ensure that the challenges that women farmers face are addressed. This chapter attempts to analyse how women farmers in Uganda have benefited from the national allocation to agriculture in line with the Maputo/Malabo Declaration policy frameworks. The agricultural sector in Uganda is guided and influenced by the National Agriculture Policy (2013) whose aim is to improve household incomes through a coordinated approach to sustainable agriculture and value addition. The National Agriculture Policy also partly seeks to develop a private sector-led agricultural sector in Uganda, which is in line with the Malabo Declaration, in which the private sector plays a role in transforming the agricultural sector.

To boost its agricultural sector, the country adopted the Comprehensive Africa Agriculture Development Programme (CAADP) policy framework through the signing of the compact in 2010. This led to the development of the national investment plan known as the Agriculture Sector Strategic Plan (ASSP) 2015/16–2019/20. The plan was designed as a continuation of the Agriculture Sector Development Strategy and Investment Plan of 2010/11–2014/15. The overall aim of the Agriculture Sector Development Strategy and Investment Plan was to improve household incomes and food security through a number of approaches, as discussed elsewhere.<sup>45</sup> Currently, the ASSP is the basic tool used in Uganda for implementing the CAADP, with a major target of increasing agricultural growth rates by 6 per cent per year for the next five years. The ASSP also looks at the development priorities of National Development Plan II.

The implementation of the ASSP is governed by the National Agriculture Policy. The emphasis of the ASSP is on strengthening the agricultural services institutions to enable a good environment for investment, knowledge and technological innovations to achieve increased agricultural productivity and food security. The implementation of the ASSP is envisaged to transform the agricultural sector in Uganda from subsistence farming to commercial agriculture, to create employment opportunities, especially for the youth and women, and increase household incomes by ensuring household food security.

The implementation of the ASSP enhances access to inputs, such as fertilizers, for smallholders, which improves their access to markets and value addition, thereby strengthening the quality of agricultural commodities.

### 8.2.1 Participation of women in agriculture

Women in Uganda form the majority of smallholder farmers who are responsible for food production and provision of labour in the agricultural sector; they also undertake marketing of the produce. It is estimated

<sup>45</sup> Refer to Chapter 2 of this report.

that 50 per cent of the food in Uganda is produced by women (FAO, 2012).<sup>46</sup> Smallholder farming families are increasingly becoming female headed because of the migration of the male members to seek wage employment. This has increased the workload of women in both the productive sphere and reproductive sphere of their lives. Although assuming the management of the farms, women are rarely socially and legally recognized as heads of both the farm and the household and, thus, may not have final decision-making power regarding the land and its utilization.

Women in Uganda do not have secure land rights and have less access to financial and technical support than their male counterparts. It has also been documented that women have less education and that the extension services are mostly not geared towards them. This makes it difficult for them to demand their rights in terms of the various laws and policies that have been put in place by the government. The policy framework is meant to promote and protect the rights of women and other marginalized groups against discrimination, especially regarding their secure access to key factors of production, including access to finance. Over and above the positive policy and legal frameworks at national level, the country is party to a number of international legal instruments that also provide protection to women's rights. Of note is its adoption of the Beijing Declaration and Platform for Action (1995)<sup>47</sup> and the Sustainable Development Goals (2016), and ratification of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)(1979).

Despite the commitments and good intentions of the laws and policies, gender inequality remains a big challenge. The country was ranked 126 out of 160 countries for gender equality with a Gender Inequality Index of 0.523 (United Nations Development Programme, 2018).<sup>48</sup> The lack of gender-disaggregated data in the sector could be attributed to the fact that gender has been identified as one of the five cross-cutting issues. Although there is a policy statement that requires gender and the other four issues to be adequately mainstreamed into all activities in the agricultural sector, there appears to be no monitoring and evaluation mechanism to ensure that this is adequately implemented. A budget allocation (Ugandan shilling 11 billion) has been earmarked for the mainstreaming of these issues but, without a monitoring and evaluation strategy, the

funds could easily be diverted to other areas that are deemed more important and form key result areas of the sector officials.

### 8.3.1 Gender analysis of the Agriculture Sector Strategic Plan

The ASSP of 2015/16 to 2019/20 forms the framework for the implementation of the CAADP. The CAADP lays out the priorities and interventions that are meant to activate the transformation of smallholder farmers into commercial farmers. The five-year strategy focuses on making farm inputs, such as fertilizers, as well as value addition and markets for the agricultural produce accessible to farmers. Despite the government's noble intentions, the study established that there is a gap between policy and implementation, as women smallholder farmers do not enjoy the full benefits of the policy. Women smallholder farmers do not have adequate access to extension services. Access to extension services facilitates smallholder farmers in sustaining agricultural production and helps them to shift from subsistence farming to market-oriented and commercial farming. Another issue that was established during the analysis was that the extension service department does not have adequate human and financial resources, and this has had profound impacts on the optimum implementation of the policy, with dire consequences for the beneficiaries, especially women.

It is reported that, through the implementation of the ASSP, there was an increase in strategies to ensure that farmers have access to information, knowledge and technology. It was also established that, in 2013, a total of 3,499,193 farmers had directly benefited from the agricultural information, whereas 2,471,968 had indirectly benefited (Government of Uganda, 2016). However, there was no gender-disaggregated data on the beneficiaries.

The ASSP is aligned with a number of international, regional and national policies and conventions, and there was an assumption that it would be pro-gender equality and provide for the needs of the vulnerable. However, a closer look established that the policy framework did not directly address the tenets of Sustainable Development Goal 5 of the 2030 Agenda for Sustainable Development, which specifically provides for gender mainstreaming and equality. It can, however, be assumed that issues of gender mainstreaming will be addressed under Goals 1, 6

46 FAO, (2012).

47 Beijing Declaration and Platform for Action (1995)

48 UNDP (2018)

and 13. This is because it is women who form the majority of the poor, to whom sanitation provides dignity and who are affected more by the impacts of climate change. There is a need for more research to establish whether or not the implementation of the ASSP takes into account the tenets of Sustainable Development Goal 5. Although the ASSP talks of agriculture, it would have been important to make reference to CEDAW, which has specific provisions on how member states should address the plight of rural women under article 14(2)(g). The National Development Plan, which is the main national plan, focuses more on strengthening the country's competitiveness and sustainable wealth creation than on improving equality.

Noble as the aim of the national plan is, it has its own negative repercussions for women smallholder farmers, who are not able to compete at the same level as their male counterparts. Poor access to resources makes it difficult for them to have all the resources required to contribute meaningfully to the agricultural sector, which is central to their lives. The National Development Plan, which provides the framework for the ASSP, emphasizes the need to reduce the number of small-scale farmers engaged in rain-fed subsistence agriculture from 6 million to 3 million but does not mention how this will be achieved or provide the number of women smallholder farmers who will benefit from this process. Data obtained show that gender statistics are provided only under objective 3 of the ASSP and relate to maternal mortality. It was also interesting to note that, although it is documented that the ASSP was developed in a consultative manner, there was no mention of the involvement or consultation of smallholder farmers, let alone women smallholder farmers.

A further analysis of the ASSP showed other gender flows that called for the importance of developing a comprehensive legal framework for effective regulation of the sector, especially the provision of extension services by the private sector. Women farmers may not be able to benefit from the services offered by the private sector owing to a number of inherent challenges. This will confine women to their poor status in which they continue to practise subsistence rain-fed agriculture. It was also established that, for the country to reduce poverty through agriculture, more effort is required at both policy level and implementation level. There is a need to fully address the needs of women and call for mutual accountability in the process. The policy document speaks to issues

of improved technologies and access to information, which are fundamental in the transformation of the agricultural sector, but concern was raised regarding the ability of women to access the technology, as it might be beyond their reach in monetary terms and could also not be women friendly. A concern is that, once technology is introduced and made available, men will take over the farms and reduce women to mere labourers. This will also impact negatively on their ability to make decisions and, in the end, women's social and economic empowerment will not be achieved.

### 8.4.1 Public expenditure analysis

Uganda has experienced a decline in the relative budget allocation to the agricultural sector. During the financial year 2012/13, the sector was allocated only 3.4 per cent of the national budget, and this declined to 2.7 per cent in 2015/16. It has been noted that the share of agriculture in the GDP of Uganda is reducing, even though the sector remains the backbone of the economy. In terms of performance, in financial year 2016/17, the sector grew by 1.6 per cent compared with 5.7 per cent and 3.3 per cent growth of services and industry sectors, respectively. Overall, the sector contributed 24.9 per cent of GDP in financial year 2016/17, compared with 23.7 per cent in financial year 2015/16 (Uganda Bureau of Statistics, 2017).

The budget allocation is significantly below the 10 per cent budgetary commitment as enshrined in the CAADP policy framework. In 2011, it was recorded that the allocation to the agricultural sector was 4.8 per cent, with projections of an increase to 7 per cent in 2012. This was not achieved and has resulted in a number of challenges to the ministry in its quest to meet the CAADP 10 per cent stipulation. Table 12 shows the progression of the resource allocation to the agricultural sector from 2012 to 2016.

The low budget allocation to the agricultural sector has been noted to have profound impacts on smallholder farmers, as their needs are not met financially. The poor resource base in the agricultural sector will affect women more, as they are always at the end of the strata. If women farmers do not have access to financial and technical resources, they will remain poor, and gender inequality will increase. This situation prevails, yet the country subscribes to the tenets of the Beijing Declaration and Platform for Action and other international legal instruments, and gen-

**TABLE 12:**  
**Budget allocation to the agricultural sector, 2012/13–2015/16**

Medium Term Expenditure Framework allocations	2012/13	2013/14	2014/15	2015/16
Agricultural sector allocation	378.88 billion	382.56 billion	473.84 billion	484.68 billion
National budget	10.90 trillion	12.90 trillion	14.86 trillion	17.9 trillion
Agricultural sector allocation as a percentage of the national budget	3.4	3.0	3.2	2.7
Projected allocation (in line with the CAADP)	1.09 trillion	1.29 trillion	1.49 trillion	1.80 trillion
Gap between Medium Term Expenditure Framework and CAADP allocations	711.12 billion	907.4 billion	1.0 2 trillion	1.32 trillion

Source: Ministerial policy statements for financial years 2013/14, 2014/15 and 2015/16.

der mainstreaming has been established as a major national strategy. The country has adopted the gender-responsive budgeting (GRB) approach to ensure that public expenditure contributes to gender equality and women's empowerment.

The GRB approach was introduced through the First Annual Budget Call Circular (2004), which made it mandatory for ministries, departments and agencies (MDAs) to address gender equality issues in their Budget Framework Papers. The objective was to ensure gender equality in all national and subnational policies, plans, programmes and budgets. The adopted process ensures that public resources are used to meet the needs of the poorest and most vulnerable groups in order to achieve equality at all levels. The Public Finance Management Act 2015 requires the Minister of Finance to submit a national budget that complies with gender equality requirements. The Equal Opportunities Commission provides oversight of the process of gender mainstreaming in MDAs and advises the minister to issue Certificates of Compliance. This action is expected to increase gender responsiveness of public expenditure in Uganda and translate into a reduction in gender inequality. Although this is a good practice that other countries should emulate, it has been noted that a number of challenges still exist that have had an impact on the full integration of gender equality into the budget process. These have been identified as, inter alia, lack of sex-disaggregated data, misalignment of the various tools used in the GRB process, strict timelines of different activities, and poor coordination between and among MDAs. It should be noted that the system of gender mainstreaming should be holistic if it is to be meaningful, especially to level the playing

field between men and women. These challenges will ultimately affect the rate at which women smallholder farmers will attain economic empowerment, as stipulated in the Women's Empowerment in Agriculture Index (WEAI) approach, and the ability of Uganda to fully participate in the 2030 Agenda. Table 13 shows the rankings that were given by the Equal Opportunities Commission on the status of gender mainstreaming in Uganda. It is interesting to note that, out of the seven countries studied, Uganda is the only one whose independent commission on gender has been able to effectively monitor and publish its results on gender mainstreaming in terms of the Finance Act.

### 8.5.1 Climate-smart agriculture in the context of the Agriculture Sector Strategic Plan

Uganda is known for its traditional agricultural practices that can be classified as climate-smart, and the ASSP has positioned climate-smart agriculture as a key priority in the adaptation to and mitigation of climate change impacts. Since time immemorial, women have been involved in climate-smart agriculture and, thus, the country could be a leader in ensuring that climate-smart agriculture plays its important role in the agricultural sector among smallholder farmers. This will be achieved by addressing the gaps that currently exist in policy formulation and implementation.

In most countries, including Uganda, gender and climate change issues are treated as cross-cutting is-

**TABLE 13:**  
**Summary of assessment findings (financial years 2016/17–2017/18)**

Assessment area/MPS section	2016/17	2017/18
Vote contribution to the SDP from a G&E perspective	65%	68%
Responsiveness of vote objective to G&E	63%	74%
Responsiveness of vote programme outcomes to G&E	60%	61%
Responsiveness of key performance issues to G&E	36%	39%
Reflection of performance on G&E outcome indicators		5%
Reflection of performance on G&E specific outputs	56%	66%
Reflection of funds utilized on G&E outputs	48%	18%
Reflection of mechanisms for promotion of G&E	59%	31%
Medium-term G&E interventions 2017/18–2019/20	37%	54%
Reflection of medium-term G&E outcome indicators 2015/16–2019/20	33%	36%
Responsiveness of planned outputs to G&E	59%	57%
Commitment of funds to G&E outputs	48%	52%
Reflection of challenges to addressing G&E	76%	47%
National compliance average	53%	50%
Colour	Interpretation	Performance level %
	Very good performance	70–100
	Good performance	60–69
	Fair performance	45–59
	Low performance	30–44
	Very poor performance	0–29

Source: Equal Opportunities Commission (2017).

sues. The issues are not considered a priority in either budget allocation or policy reviews. In most cases, gender is an add-on rather than an integral and strategic issue in policy formulation and implementation. Countries should take note that mainstreaming gender into climate change programmes and activities has enormous benefits, especially when agriculture forms the backbone of the economy. When gender has been considered in policy formulation, it has focused on practical gender needs at the expense of the structural challenges that create barriers to women's secure access to resources. Policy frameworks that address the structural causes of gender inequality should be able to create an environment that would ensure that men and women are fairly protected.

The country has been recorded as one that has made enormous progress with issues relating to gender and climate change at policy level; however, there is a gap between policy and implementation, especially at the lower levels of government. The gaps are

due to the approach that is taken in the formulation and regulatory frameworks of the policy processes in Uganda. The policies relating to climate change over-emphasize women as a vulnerable group who are recipients of programmes and activities, yet women can also be agents of change in the climate change discourse. There is an assumption that women's vulnerability is mostly due to gender inequalities, yet at times it is because they are not viewed as active participants in policy formulation and implementation.

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 use their knowledge in 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

TABLE 14:

**Selection of national policies, plans and strategies in Uganda related to climate-smart agriculture**

National Agriculture Policy	Aimed at translating high-level national obligations (e.g. the National Development Plan) into policies and strategies to enable their achievement. The policy guides all existing agriculture and agriculture-related subsector plans, policy frameworks and strategies as well as those to be formulated in the future
Agriculture Sector Strategic Plan	Implementation of the ASSP will spur growth in the agricultural sector through the establishment of effective linkages to and exploitation of existing and potential local, regional and international markets
National Climate Change Policy	Provides a clearly defined pathway for dealing with the challenges of climate change within the socioeconomic context of Uganda, and looks ahead to the opportunities and benefits of a green economy

Source: Adapted from FARNPAN (2017).

will allow them to control income from the agricultural produce. By being able to be part of both the social areas and the economic areas of their communities, women will be able to achieve economic empowerment through agriculture, as enshrined in the WEAI tenets.

**8.6.1 Challenges and areas of improvements**

The major challenge that has been established is that the policy framework, although provides guidance to the sector, faces a number of challenges, including policy inconsistency as well as lack of implementation. This has had profound impacts on the transformation of the sector, resulting in poor productivity.

Another challenge that has been identified in this study is that, although the ASSP has a lot of positive tenets, it is silent on how gender can be mainstreamed. The policy framework makes reference to farmers but does not go further to disaggregate these farmers by gender and sex. It would also be beneficial to further aggregate the smallholder farmers by marital status as well as by level of education, as both of these have an impact on how women respond to policies or are impacted on by them. There is an assumption that farmers are homogenous, but there is evidence that the impacts of policies on men and women are different, especially at implementation level. No sex- or gender-disaggregated data were found in the policy frameworks and, therefore, no such data have been reviewed. This has had an impact on the ability or willingness of MDAs to effectively integrate gender in budgeting and implementation processes.

Although the Public Finance Management Act requires the Minister of Finance to submit a national budget that complies with gender and equity requirements, there is very little evidence that MDAs are responding to this issue. The study did not find enough evidence to show that the MDAs are actually adopting the tenets of the act. It was noted that, during the financial years 2016/17 and 2017/18, 139 votes were assessed, of which 103 scored an average mark of 50 per cent, whereas 36 were below the minimum and are yet to address the recommendations. It would be interesting to establish what punitive measures are put in place for those MDAs that do not address the recommendations, as those meeting the requirements are issued with a certificate of compliance.

The lack of gender-disaggregated data was not peculiar to Uganda but rather was common to all the seven countries studied. The misalignment or poor harmonization of policies and strategies was also found to be a challenge and this resulted in weak complementarity between and among different institutions that form the agricultural sector. The country was also short of gender experts, who could ensure consistent monitoring of the mainstreaming of gender into budgets and programmes. This has an impact on the work of the Equal Opportunities Commission as it may not have relevant data from the MDAs to provide meaningful oversight. Gender-based data should be generated from the MDAs and submitted to both the national gender machinery and the Equal Opportunities Commission for effective oversight and implementation.

The provision of extension services to the farmers was found wanting even though the policy frameworks make reference to women and youth. A number of constraints on the ability of women to access extension

services have been documented. Owing to their triple role, women tend to lose out on extension service provision. Another reason is that the services are not geared towards the needs of women farmers. Hence, the budget allocation that the Ministry allocates to extension services will not benefit women.

Another challenge that has been established was the inadequate research–extension–farmer linkages to facilitate demand-driven research and increased use of improved technologies. This has negatively affected efforts to increase agricultural productivity as farmers continue to use outdated and ineffective technologies.

## 8.7.1 Conclusions

The study interrogated the policy frameworks that govern agriculture, finance and gender in Uganda with a view to ascertain how they dealt with women in agriculture. The study was also able to look at the budget allocations to agriculture, paying special attention to how the responsible ministry allocated or made provisions specifically for women farmers. In terms of climate change discourse and its impact on agriculture, the study analysed whether or not women farmers were aware of the climatic changes and how they were adapting to and mitigating the changes. It was important to establish how women were being affected by weather and climate variability as they form the majority of the farmers dependent on climate-sensitive resources and rain-fed agriculture.

In terms of policy frameworks, the study concluded that, although the country has very good policies on paper, they run short of addressing gender in its specificity. The Sapphic is the vehicle through which the CAADP is being implemented in Uganda, does not disaggregate farmers by gender or sixths, the programming and budgeting for agriculture was not done from a gender perspective. This was despite the provisions of the Public Finance Management Act, which requires all MDAs to ensure that budgets and programmes are developed with a gender perspective or from a gender-responsive approach. There was also a finding that the Equal Opportunities Commission was providing oversight of the MDAs in terms of gender mainstreaming and there was an incentive for MDAs, as if they were found to be gender compliant they would be given a certificate. What was not clear was whether or not the punitive

action provided for in the First Annual Budget Call Circular would be taken with regard to MDAs that do not comply. In the event that this has not been put in place, the study concluded and recommended that it should be part of the Equal Opportunities Commission mandate to develop such a process.

In terms of gender mainstreaming, the study concluded that, as long as disaggregated data are not produced as mandated by the government in terms of its constitution and being party to various international human rights instruments, gender inequality will continue to exist and may even widen. The study therefore concluded that there is a need to strengthen the capacity of the gender focal person in the MDAs so that they can provide oversight not only in the budgeting processes but also at programming levels. This will increase the number of gender experts at all levels, and the data provided to the Equal Opportunities Commission will be authentic and supported by statistics. The coordination between and among MDAs was found to be weak, yet the country has committed to developing frameworks that will improve interministerial and local government coordination, enhance partnerships with private sector and civil society organizations, and strengthen coordination with development partners.

The ASSP was found to have clear guidelines on climate-smart agriculture and to value its contribution to the agricultural sector. There is a need to strengthen institutional coordination so that climate-smart agriculture components are fully integrated into the agricultural framework. Taking into account that most people and most farmers live in the rural areas and the strong traditional ethos of the country, it is important that indigenous knowledge systems in climate change adaptation and mitigation programmes are taken into account at policy and implementation levels. This is because weather and climate variability are context specific and the blending of the two systems will go a long way in achieving robust solutions to the effects of climate change, as it will increase the preparedness of farmers.

Another conclusion that was drawn from this study was that the 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.

## 8.9.1 Recommendations

Based on the above conclusions, the study has put forward the following recommendations, which are not in any order of priority. It is the study's hope that these recommendations will be used to develop advocacy strategies at national level.

Policy framework:

- Review the policy framework to comprehensively include gender issues so as to address the structural constraints that underpin the vulnerability of women in their quest to fully benefit and contribute to the agricultural sector. The review should also take into account the role of customary laws and traditions, as they play a predominant role in the lives of women who live in the rural areas. Customary laws and traditions often create barriers to women's ability to access and own key factors of production and do not give them the same opportunity as their male counterparts in terms of decision-making.
- Strengthen the role of the ministry responsible for gender in Uganda so that it has the capacity to coordinate and provide oversight of gender mainstreaming in the other Designer issues have been approached as cross-cutting in the various MDAs, and this has left the important issue as a no man's land or a poor cousin to other sectors. This is because there are no clear strategies for enforcement or monitoring of how MDAs are mainstreaming gender into their budgets, programmes and activities.
- The ministry should also adopt the WEAI as a basis for its engagement with other MDAs. This will help to establish whether or not the resources that are being channelled towards the various sectors have helped to achieve the five dimensions that are critical to women.
- Although the Finance Act provides guidelines on GRB, there is a need to put in place strategies that will enhance the process in all MDAs. It was also

established that MDAs that produce gender-responsive budgets are awarded with a certificate but there was no mention of (and this study was not able to identify) a process to deal with those that have failed to respect and implement these provisions of the act. It is therefore recommended that a strategy to punish those that have failed to implement this provision be put in place and that it becomes a key result area for the permanent secretaries of the MDAs.

Climate change:

- Put in place mechanisms that will strengthen the extension services and attract the private sector to invest in identified priority areas that will boost agricultural production as well as protect farmers against the vagaries of nature.
- There is a need to blend indigenous and scientific knowledge in the development of climate change-related policies, programmes and activities. This will make women agents of change, as they have a wealth of knowledge on indigenous adaptation and mitigation strategies that have not been considered at policy level.
- Prioritise actions to ensure coordination between sectors to accelerate the implementation of the ASSP, and ensure that gender and women's issues are seen as strategic issues in its implementation.
- Develop the capacity of extension staff to convert meteorological data into agrometeorological data that will ensure that farmers are able to plan. Appropriate dissemination of meteorological information should also be put in place to ensure that farmers, especially women, receive the information and are able to use it.
- Establish and strengthen participatory platforms for engagement between researchers, farmers and extension staff so that they work together and the farmers become part of the design of research activities instead of remaining subjects for research.

## 9.1

# ZAMBIA

### 9.1.1 Introduction, background and the agricultural sector in Zambia

Zambia initiated work on the Comprehensive Africa Agriculture Development Programme (CAADP) in 2004 with technical support from the Food and Agriculture Organization of the United Nations (FAO). The CAADP was launched in 2006 and the CAADP compact was signed on 18 January 2011.<sup>49</sup>In 2013, Zambia developed and launched its National Agricultural Investment Plan (NAIP), with an implementation period of five years (2014–2018; Government of Zambia, 2013). According to the Ministry of Agriculture and Livestock (Government of Zambia, 2013), the NAIP was designed to guide planning and investment in the agricultural sector, with its overall objective being ‘to facilitate and support the development of a sustainable, dynamic, diversified and a competitive agricultural sector that ensures food security at household and national levels and maximize the sector’s contribution to gross domestic product (GDP)’. The study was informed that the NAIP was developed through a consultative process and that there is national ownership of the document (Ministry of Agriculture and Livestock, personal communication).

The Zambian NAIP was built on four major pillars in line with the CAADP framework. These pillars are meant to achieve sustainable natural resource management that will lead to improved agricultural production and productivity in the four key areas of the sector.<sup>50</sup>It is envisaged that increased production will result in market development and access for the smallholder farmers, and enhance food and nutrition security at household levels. In the context of climate change, the support provided through these four pillars will enhance the resilience of the population to manage disasters associated with the changing climate. The four pillars are supported by

two specific areas: knowledge support systems<sup>51</sup> and institutional strengthening.<sup>52</sup> The two support areas are critical to the successful implementation of the NAIP.

Agriculture and agroprocessing contribute 40 per cent of the GDP of Zambia and form 12 per cent of earnings from exports. Agricultural production alone accounts for approximately 21 per cent of GDP, making it the engine of economic development (Ministry of Agriculture and Livestock, 2013). Zambia has abundant supplies of unused land with good potential for agricultural production and receives adequate rainfall ranging from 500mm in the south to 1500mm in the north per annum (DMS, 2018). The rainfall patterns and soil quality determine the agricultural activities that are undertaken and this has led the country to be divided into three major agro-ecological regions, namely regions I, II and III. The southern and western regions (classified as region I) receive the least annual rainfall, of less than 800mm, and are suitable for fishing and production of drought-resistant crops. Parts of the region are infested with tsetse flies and thus livestock rearing is confined to those areas that are free of tsetse fly. Region II is divided into region IIa and IIb and covers approximately 42 per cent of the country. The region receives an average rainfall of 800–1000mm annually. Region IIa has fertile soils that are well suited to the growing of maize and beans. Region IIb has mostly sandy soils suitable for cashew nut and vegetable production. Region III, covering 46 per cent of the country, with an average annual rainfall of 1000–1500mm, is suitable for agricultural production albeit with acidic soils. Figure ... shows the distribution of the agro-ecological zones discussed above. In recent years, the country has experienced frequent floods and droughts that can be attributed to the weather and climate variability resulting from climate change.

49 The Ministry of Finance, the Ministry of Agriculture and Cooperatives, the Ministry of Livestock and Fisheries, development partners, the Zambia National Farmers’ Union and the New Partnership for Africa’s Development signed the compact.

50 Livestock, crops, fisheries and forestry.

51 Addresses research, seed, extension and agricultural training issues.

52 Addresses issues on policy dialogue, planning, monitoring and evaluation, financial management and procurement, and human resources management.

The agricultural sector has a dual structure, in which the population practice both commercial and subsistence farming. Commercial farmers practise irrigation farming, whereas subsistence farmers are still engaged in rain-fed agriculture. The study was informed that there are 740 large commercial farms and approximately 50,000 emerging commercial farming households. The emerging commercial farming households comprise mostly young men and women. Fifteen million people in Zambia are classified as old smallholder farmers who produce mainly for household consumption. Eighty per cent of the Zambian population is reliant on agriculture as a source of food and livelihood, with women being the largest group. The sector contributes to rural poverty reduction and the expansion of consumer demand, hence it being labelled as the engine of economic growth.

### 9.2.1 Gender analysis of the National Agriculture Investment Plan

Zambia embraced the CAADP policy framework in 2004 and received technical assistance from the FAO. The implementation of the policy framework began in 2006. The country signed the CAADP compact in 2011, which led to the development of the NAIP in 2013, covering the years 2014–2018. Implementation of the NAIP was launched in the same year. The NAIP was developed in line with the agricultural policy, the Seventh National Development Plan and the National Gender Policy. The two policy frameworks are cognisant of the importance of gender mainstreaming as provided in the National Gender Policy. The study was informed that, during the development of the NAIP, the government included gender experts to ensure that the document resonated with the tenets of the three policy frameworks. The major components of the NAIP have included gender mainstreaming components that seek to ensure that women and gender issues are made an integral part of the policy implementation and monitoring. This included the commitment to develop gender-sensitive technologies including mechanization.

The NAIP also included a monitoring and evaluation component where commitment was made to track the farmers that access extension services and disaggregate these data by gender. Under livestock development and animal disease control, the NAIP said it would deliberately target 30 per cent of its implementation towards women. On value chain integra-

tion, the NAIP sought to train 4,000 farmers, of whom 30 per cent would be women (Ministry of Agriculture and Livestock, 2013). However, the tenets of the NAIP have not always been adhered to as the study was informed that there was a paucity of gender-disaggregated data in the agricultural sector and this was further evidenced in the biennial review report on the implementation of the CAADP framework, in which the country was found not to be on track. The analysis of the biennial review report showed that the country was not able to provide data on women in the agricultural sector (AUC, 2017). Although the NAIP is very cognisant of the importance of gender mainstreaming this has remained largely on paper at the expense of the women farmers, who form the majority of poor people in Zambia.

### 9.3.1 Public expenditure analysis

The Zambian budget runs from January to December of each year and has four stages, namely the drafting, legislature, implementation and auditing. The country has adopted the gender-responsive budgeting approaches in its budgeting process. Although this is noble, the study established that, once the budget has been approved, the disbursement does not mainstream gender and this has also been found to be the case at the implementation levels. Each stage has different actors who are given an opportunity to contribute their views on the budget. Various stakeholders, including gender advocates, farmer organizations and individuals, advise on areas of focus in the budget. Members of the public and organizations are given an opportunity to make written or oral presentations on tax and other incentives to an intersectoral committee set up by the Ministry of Finance. The Minister of Finance announces the national budget every October. The budget is then debated by members of parliament for approval. However, there are no guidelines as to how the oversight should be done from a gender perspective; hence, the budgets are approved without due consideration of gender.

The share of the national budget allocated to agriculture during recent years is shown in Figure 10. The figure shows that the budget allocation to agriculture rose to 8.2 per cent during the first year of the implementation of the NAIP in 2014. In 2017, the agricultural proportion of the national budget reached the Maputo Declaration target of 10 per cent, but this had declined to 6.2 per cent in 2019. Most of the funds have been channelled towards two major pro-

grammes, namely the strategic food reserves under the Food Reserve Agency (FRA) and the Farm Input Support Programme, as shown in Figure 11. Figure 11 shows that the Farm Input Support Programme and the FRA take a large portion of the agricultural allocation, exceeding other programmes, together taking 51.6 per cent and 59.3 per cent in 2016 and 2017, respectively. This is at the expense of other agricultural development programmes, such as extension services and research and development.

**9.3.1 Women’s participation in the Farm Input Support Programme**

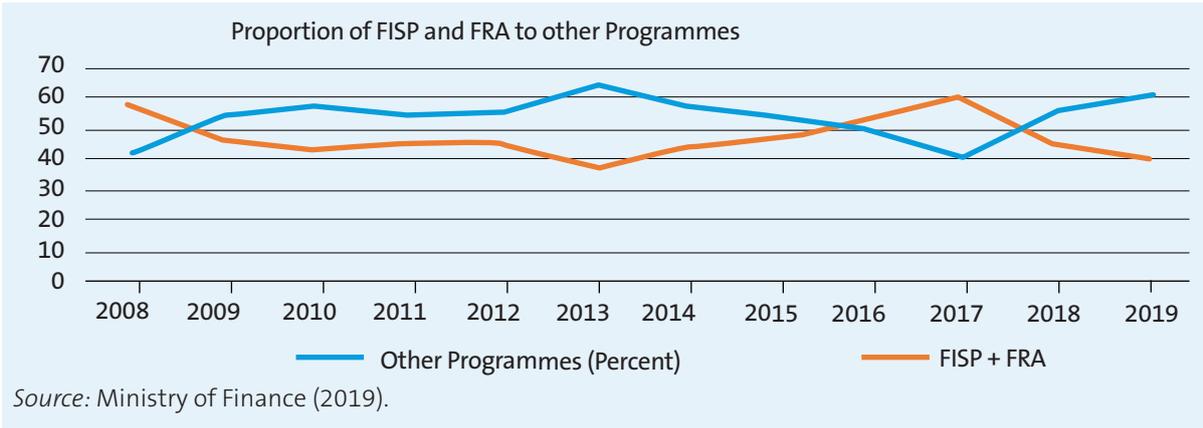
The Farm Input Support Programme has been in existence since the 2003/04 agricultural season. From its inception, a number of reforms aimed at improving the targeting and efficiency, among other things,

have taken place. The programme has benefited both women and men, who have received subsidized agricultural inputs as shown in Table 15.

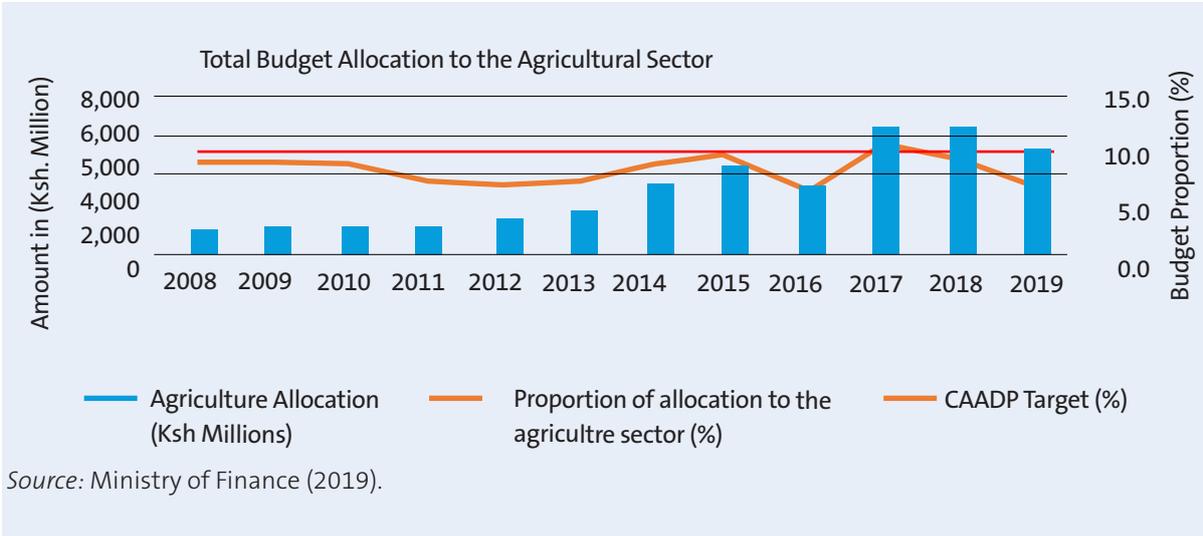
**9.3.2 Women’s participation in the Food Reserve Agency**

The FRA has been mandated by the Government of Zambia to buy the strategic food reserves. Part of the public allocation for the agricultural sector goes towards this programme. It is therefore important to track the farmers that benefit from this programme. However, according to the FRA, the agency treats the purchase of the commodities purely as business and is not interested in establishing the gender of the seller.

**FIGURE 10:**  
**Total budget allocation to the agricultural sector**



**FIGURE 11:**  
**Proportion of funding for the Farm Input Support Programme and FRA reserves compared with funding for other programmes**



**TABLE 15:**  
**Women's benefits from FRA support**

Year	Allocation (billion) <sup>53</sup>
2012	25
2013	Nil
2014	47
2015	50
2016	20
2017	Nil
2018	140
2019	110

Source: Ministry of Finance, Yellow Book (2015).

The Ministry of Agriculture has been reporting Farm Input Support Programme beneficiaries as disaggregated from its inception until the 2008/09 agricultural season. During the 2018/19 agricultural season, the Ministry developed the Zambia Integrated Agriculture Management Information System, which has the capacity to disaggregate Farm Input Support Programme beneficiaries by gender. It is therefore hoped that the subsequent reports will disclose the beneficiaries according to gender. Overall, from the start of the Farm Input Support Programme, women have benefited from it less than men. During the 2018/19 financial year, more women than men benefited from the Farm Input Support Programme. It would be interesting to establish the factors that have reversed this trend. As shown in Table 16, the majority of the Farm Input Support Programme beneficiaries are women, who are mostly in female-headed households that are considered poor.

Further analysis is required to establish whether or not women who have benefited from the Farm Input Support Programme have managed to improve their economic empowerment in line with the Women's Empowerment in Agriculture Index (WEAI). Currently, the Ministry of Agriculture does not apply the WEAI approach because it does not disaggregate data by gender. One of the barriers that women face, despite being beneficiaries of the budget, is that they do not have secure access to land as, according to statistics, 94 per cent of the land in Zambia is under customary tenure. This type of tenure has its own challenges in respect to women. Lack of security of tenure means that women may not have the final decisions on how the land is utilized. Lack of decision-making powers limits women from controlling the income derived

53 The FRA did not receive any allocation in 2013 and 2017.

from the land. The lack of decision-making in both the use of the proceeds and control over the proceeds from the land impacts negatively on the self-esteem of women and makes them vulnerable.

**TABLE 16:**  
**Gender proportion of Farm Input Support Programme beneficiaries**

Year	Female (%)	Male (%)
2012	61.0	39.0
2013	60.9	39.1
2014	61.1	38.9
2015	61.0	39.0
2016	62.0	38.0
2017	—	—

Source: Ministry of Community Development and Social Security.

### 9.4.1 Agricultural value chains and women's empowerment

Women's participation in the agricultural value chains is most prominent in production and is dependent of the commodity type. Women are mainly food producers, whereas men produce cash crops. In some parts of the country, crops such as groundnuts and small livestock such as sheep and chickens are synonymous with women. On the other hand, tobacco and cattle are mainly the preserves of men. The gender analysis of agricultural value chains generally indicates that women benefit less from agricultural production than their male counterparts. Women are generally systemically confined to farm production roles and to selling their produce at farm-gate prices, which are, at times, determined by government (e.g. in the case of maize).

In the **groundnut value chain**, women do most of the work in the field. However, men then take over the crop at the time of value addition and selling, reinforcing a system of patriarchy to which the agricultural system is not immune.

In the **vegetable value chain**, women are mostly in charge of both growing and selling. However, they are still on the backfoot in the value chain, as vegetables are perishable and may end up being sold at low prices. At times, women seldom have access to transport facilities, which could ensure that the vegetables reach the market in a good condition. An important crop in Zambia is cassava as it is one of the staple

food crops and is widely grown in the Northern and Luapula Provinces. The proportion of female-headed households that grow and sell cassava is higher than that of male-headed households. In poultry production, women participate in all stages/nodes of the value chain. The country still needs to develop poultry market linkages to enable the women farmers to fully benefit from the chicken value chain.

### 9.5.1 Climate-smart agriculture

Zambian agriculture mainly depends on rainfall, thereby making it sensitive to climate change. Over recent years, the country has experienced climate change in the form of droughts, floods in some parts and increased average temperatures. These changes have had an adverse impact on agricultural production and increased prevalence and risk of food insecurity. The Government of Zambia recognizes the seriousness of climate change and its impact on the national economy and the livelihood of its citizenry, who mostly depend on agriculture. As such, it has developed the National Policy on Climate Change, which, in part, aims to reduce the impact of climate change and promote the adoption of climate-smart agricultural technologies, which are contextually suited to different regions.

Furthermore, under the Zambian climate-smart agriculture strategy framework, the Government of Zambia is adopting climate-smart agriculture practices that will sustainably increase productivity, enhance resilience and reduce or remove greenhouse gas emissions. The Ministry of Agriculture is spearheading the promotion of climate-smart agriculture and is being supported by several organizations, including the FAO Conservation Farming Unit (CFU) and Total Land Care. In collaboration with the FAO, the Ministry of Agriculture implemented (in the period 2013–2017) the Conservation Agriculture Scaling-Up Project in 48 districts of the country. The intervention was aimed at reducing hunger and improving food and nutrition security as well increasing disposable income through the promotion of sustainable use of natural resources. The climate-smart agriculture involved included conservation agriculture. The Conservation Agriculture Scaling-Up Project deliberately set a quota for at least 40 per cent of its 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. The various climate-smart agriculture interventions being implemented in Zambia have resulted in increased productivity and production, especially among the women farmers.

### 9.6.1 Challenges and areas of improvements

Although gender issues, in particular those facing women, have been properly articulated in the Zambian NAIP, it is a challenge to ascertain the extent to which women have benefited from the government budget allocation to the agricultural sector. This report has failed to adequately establish how women have benefited from this budget allocation.

The major challenges are:

- Generally, the country, in particular the ministry directly linked to the agricultural sector, does not track the number of beneficiaries of most of their programmes using gender as an analytical tool. A typical example is that the food reserve programmes, to which a large portion of the agricultural budget is allocated, does not disaggregate the sellers of the commodities. In an interview with the director of Zambia National Farmers' Union, the study was informed that the programmes are treated purely as business and thus do not take into account the gender aspects, which defeats the purpose of the programmes. A lack of gender appreciation is found in most sectors, including livestock. The livestock sector is also embedded with lots of challenges, as women traditionally are not considered livestock owners and this continues to impact on their ability to benefit from the budget allocation that the government may have put aside for agriculture.
- There has been weak implementation of gender-responsive budgeting by the ministries in charge of the agricultural sector. The Ministry of Gender has not yet put in place a monitoring and evaluation mechanism for the implementation of gender-responsive budgeting, which would provide for oversight across all ministries, departments and agencies (MDAs). The Gender Mainstreaming Guideline developed by the ministry responsible for gender was yet to be launched and disseminated to the various MDAs at the time of writing this report.
- The Ministry of Agriculture and the Ministry of Fisheries and Livestock do not collect data that is gender disaggregated. The two ministries have developed a Gender Mainstreaming Guideline, which has been in draft form for years and has not been implemented. The guidelines were expected to improve data collection on gender, especially on women, in all the programmes that are being implemented.

- Currently, there seems to be no policy or regulation that compels government ministries to report gender-disaggregated data. Currently, gender issues seem to be confined to rhetoric as there is little action associated with it. This is despite the fact that the country is signatory and party to a number of international human rights instruments that compel it to address the issues related to gender not only in agriculture but in all sectors.

## 9.7.1 Conclusions

Although the Zambian NAIP had set targets on women beneficiaries, their actual benefits are hard to assess because of unavailability of data and lack of mechanisms aimed at tracking accurate information on women's participation in agriculture. Furthermore, data are not captured in other important national programmes, such as in livestock, climate-smart agriculture and vital value chains. Despite the increased funding for agriculture as the government moves towards attaining the 10 per cent target, women are still discriminated against in acquiring productive agricultural resources and marketing, as evidenced by the high level of poverty among them. Although women benefit from the Farm Input Support Programme, they are just recipients of inputs and there is no evidence of programmes that have been put in place to ensure that women are treated as agents of change. Programmes that are implemented by government are targeted at smallholder farmers with no effort to disaggregate the beneficiaries by gender.

Efforts have been made to disaggregate the beneficiaries of the Farm Input Support Programme by marital status, but this does not provide data to analyse whether or not women in general have used this support to achieve economic empowerment. It would be interesting to follow the beneficiaries and establish how the Farm Input Support Programme has generally assisted them in achieving both economic empowerment and social empowerment.

Another conclusion that the study arrived at was that there was a need to develop the capacity of the Ministry of Gender in issues of agriculture and the CAADP. There is also a dire need to ensure that the ministry takes its role of oversight in a more serious manner. Although it was realized that the ministry does not have an adequate budget, it should be in a position to lobby for the MDAs to make provisions in their budgets for the gender focal persons (GFPs) to

provide the oversight in situ and pass the information to the Ministry of Gender. Unless the GFPs are supported, in terms of both knowledge and funding, the issues of gender mainstreaming in all the MDAs will remain on paper to the detriment of women playing an active role in the transformation of the economy of Zambia. The Ministry of Gender should provide leadership and training to MDAs on gender mainstreaming and production of gender-disaggregated data. Other than the shortcomings of the Ministry of Gender and the lack of gender-disaggregated data, the lack of a national policy to guide the process was found to be yet another problem. The study concluded that there is a need for such a policy to be put in place alongside a monitoring and evaluation strategy. Such a policy, according to this study, would compel all the MDAs to produce gender-disaggregated data, which would result in budgets being gender responsive at disbursement and implementation. Over and above this, the provision of extension services should be required to mainstream gender and allow for the monitoring of implementation.

## 9.8.1 Recommendations

To address gender inequalities in agriculture and afford equal opportunities to the women farmers, the study has made the following recommendations. Note that these recommendations are not in any order of priority.

- Design and implement a mechanism to track information on how women and men, including youth, are benefiting from the various government interventions across MDAs. This information will help the government identify the existing gaps and effectively plan based on evidence.
- The Ministry of Agriculture and the Ministry of Fisheries and Livestock should facilitate the implementation of the Gender Mainstreaming Guideline, as it will assist in tracking vital gender information in the sector.
- The Government of Zambia should seek to establish programmes that are targeted at women in agriculture. Currently, the two ministries mandated with agriculture do not have specific programmes targeted at women and youth. All their programmes are gender blind, as they are targeted at small-scale farmers regardless of gender.

- The Ministry of Gender should provide leadership in ensuring that gender is mainstreamed in all sectors, including agriculture. This will entail providing leadership and developing training programmes to train government staff on the importance of disaggregating data by gender. The result will be a country that considers gender when planning, budgeting and creating opportunities to target the vulnerable groups. It will also be easy for the MDAs and the government as a whole to produce reports that are in line with the various international human rights instruments that the country has ratified and acceded to.
- A policy framework with a monitoring and evaluation strategy that will make it mandatory that all programmes and reports are disaggregated by gender should be developed.
- A rigorous study should be conducted to establish how women have benefited from the public budget allocation to agriculture. This study should include interviews with women in agriculture, policymakers, farmer organizations and other relevant organizations.



Photo: UN Women/Catianne Tijerina

## 10.1

# ZIMBABWE

### 10.1.1

#### Introduction and background

A vibrant and a productive farming industry will enable Zimbabwe to provide food for its growing population, creating employment, increasing foreign earnings and providing raw materials for agricultural activities (Mapfumo et al., 2012).<sup>54</sup> The agricultural sector has a great influence on the health of the economy of Zimbabwe and the value addition sector because of its various benefits. Increasing finance targeted at research and development can grow the economy, resulting in poverty reduction and, at the same time, attaining household and national food security. There is always a debate on how to distribute the national budget among sectors in Zimbabwe. Economists who are in charge of the Ministry of Finance and Economic Development hold various views in terms of how much should be allocated to key sectors such as agriculture, energy, mines, transport, health, education, water, security and tourism. In recent years, inconsistent allocations have been given to these sectors. The agricultural sector is most affected by this quandary because of the competing needs of various sectors.

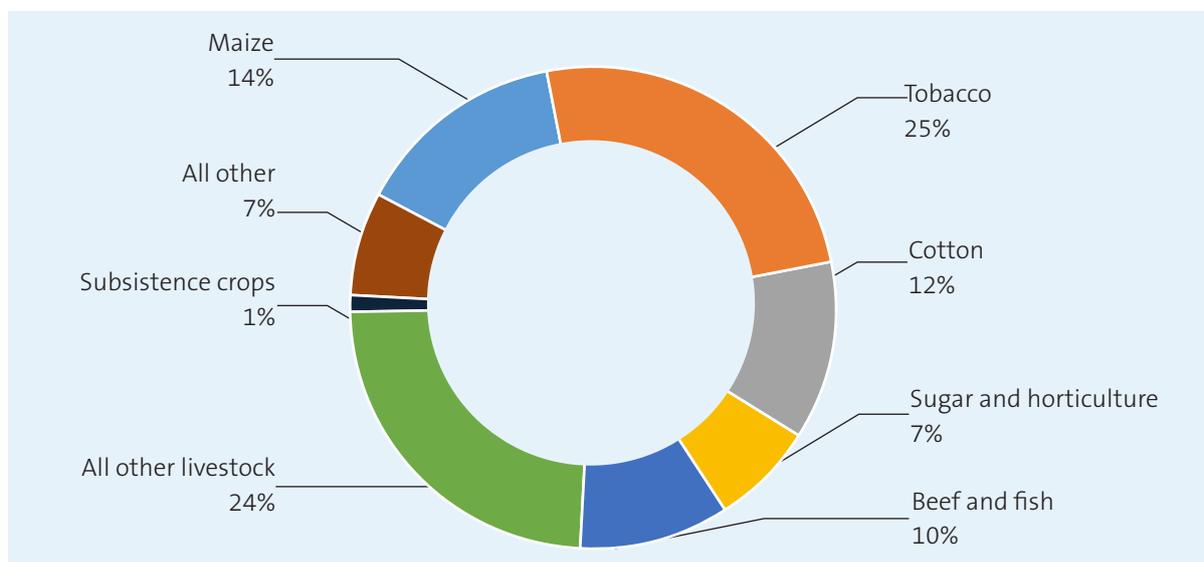
54 Mapfumo et al., 2012).

#### 10.1.2.1 Women in agriculture in Zimbabwe

According to the Food and Agriculture Organization of the United Nations (FAO, 2017),<sup>55</sup> there are more women employed in agriculture, fisheries and forestry than men. Rural women reportedly spend 16–18 hours of the day working, with 49 per cent of this time being spent on agriculture-related activities. Despite doing the majority of the work, women still do not have ownership of productive resources such as land and livestock. The Zimbabwe National Statistics Agency (2012a) established that about 60 per cent of women are usually casual workers in the agricultural sector. Under the Fast Track Land Reform Programme, it was established that only 18 per cent of females have access to land in their own right under the A1 scheme, and 12 per cent of women benefited under the A2 scheme (Government of Zimbabwe, 2003). These figures, according to Matondi (2013), are very insignificant to women, who form 52 per cent of the population of Zimbabwe, and 76 per cent of them live in communal settlements and rely on agriculture for their survival.

55 FAO, (2017)

**FIGURE 12:**  
Contribution of agricultural sectors



### 10.1.3.1 The agricultural sector in Zimbabwe

Agriculture is the backbone of the economy and is important for job creation and the reduction of poverty and hunger. According to the Zimbabwe National Statistics Agency (2012a), the sector contributes about 15–18 per cent of gross domestic product, about 23 per cent to the total authorized sector, and provides income to about 70 per cent of communal settlers (of whom 54 per cent are female). Before the Fast Track Land Reform Programme, the sector was the main supplier of raw materials to the local industries, with the share of agriculture in manufacturing value added at 60 per cent, and the share in export earnings at 30 per cent. A third of the formal labour force is supported by agriculture.

Zimbabwe has five agricultural farming regions named agro-ecological regions. These are differentiated using factors such as rainfall, temperature and soil type. Intensive crop production is practised in agro-ecological zones 1, 2 and 3, which are characterized by good climatic conditions, whereas animal husbandry is practised in the drier and hotter farming regions 4 and 5.

## 10.2.1 Gender analysis of the Zimbabwe Agriculture Investment Plan

Zimbabwe officially embraced the implementation of the Comprehensive African Agriculture Development Programme (CAADP) framework in 2009 and instituted a number of programmes that paved the way for the full incorporation of the policy tenets into its agricultural activities. The Zimbabwe Agriculture Investment Plan (ZAIP) is aligned with the CAADP standards, promoting investment in agriculture to stimulate economic growth and development, extensive stakeholder involvement, consultations, responsibility and harmonization. The investment plan's business model is hinged on the government allocating 10 per cent of the national budget to agriculture and influencing private sector investment to attain a 6 per cent per annum growth rate.

In 2013, the CAADP compact<sup>56</sup> was signed, and this paved the way for the development of the first ZAIP. The first ZAIP was validated in 2014 as a public sector-driven plan, which included nutrition, climate and gender. This was done after realization that the CAADP framework required an inclusive approach;

however, not much emphasis was put on the actual implementation or mainstreaming of gender in the ZAIP.

The first ZAIP was validated in 2014 as a public sector-driven plan, including nutrition, climate and gender, which had been missing in the initial document and were necessary for its successful implementation. Although the ministry responsible for women and gender issues in Zimbabwe was part of the process, it was established that it was only a participant. Although the ministry's contributions were noted and partially included in the plan, implementation proved not to be particularly gender sensitive. Gender issues were not wholly incorporated into the plan, as evidenced by a number of issues that will be discussed in this chapter.

It should be noted that the ZAIP was developed prior to the Zimbabwe Agenda for Sustainable Socio-Economic Transformation and the provisions of the investment plan were incorporated into the National Development Plan, forming cluster 4, making it part of the National Development Plan. Although cluster 4 of the National Development Plan was derived from the ZAIP, it was established that the relationship between the two documents was weak. The weaknesses are based on the lack of or poor monitoring of the investment plan through the National Development Plan. The National Development Plan itself did allude to gender mainstreaming but with no specific indicators on how to monitor the process. Over and above the lack of or poor monitoring of the ZAIP indicators in the National Development Plan, the principles or outputs/achievements of the investment plan were not part of the National Development Plan's monitoring and evaluation framework. However, it was noted that the ZAIP was implemented through the National Development Plan as it formed cluster 4. Cluster 4 of the National Development Plan dealt with issues of food security and agriculture. Thus, the ZAIP was a way of operationalising the National Development Plan.

One of the key recommendations of the ZAIP was to find possible solutions to the problem of tenure securities to unlock funding to agriculture. This was based on the impacts of the Fast Track Land Reform Programme, which changed the agricultural landscape of Zimbabwe. It was established that the findings of the stocktaking exercises were not taken into account, as a gap still exists between the recommendations and the first ZAIP. The other gap is that there is no common definition of tenure security among the industry and the government.

56 Compact roundtable and compact signing in November 2013.

In 2014, the Government of Zimbabwe became party to the Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods. The declaration provides a set of new goals showing a more targeted approach to achieve the agricultural vision for the continent, which is shared prosperity and improved livelihoods. By signing the declaration, the government was mandated to align its investment plan with the seven commitments that were adopted. An analysis of the ZAIP 2013–2016 shows that it was not aligned with the Malabo Declaration, and this will be discussed in more detail later in this chapter.

The ZAIP was said to be aligned with the CAADP principles and the major national development goals and objectives. However, it was noted that, for the first three years of the first phase of the plan (2003–2006),<sup>57</sup> the country was not able to reach the recommended 10 per cent allocation as it was coming out of a period of political instability. When the country did achieve and surpass the 10 per cent CAADP<sup>58</sup> benchmark, there were still gaps in how issues regarding women in agriculture were addressed. It appeared that the budget allocation to the sector did not have a women and gender perspective.

The Government of Zimbabwe developed and submitted its inaugural biennial review report, which was meant to assess how the implementation of the ZAIP had achieved the Malabo Declaration commitments. The review was over a period of two years: 2015–2017. On submission of the biennial review report, Zimbabwe was found not to be on track,

with an overall score of 3.2 out of a possible 10.<sup>59</sup> This means that Zimbabwe was not performing well in the achievement of the Malabo Declaration commitments. One of the glaring gaps in the biennial review report was that the country did not provide data on women in agriculture, despite the crucial role that women play in the agricultural sector, or on the country’s commitments under the various national, regional and international legal instruments that it has ratified and acceded to.

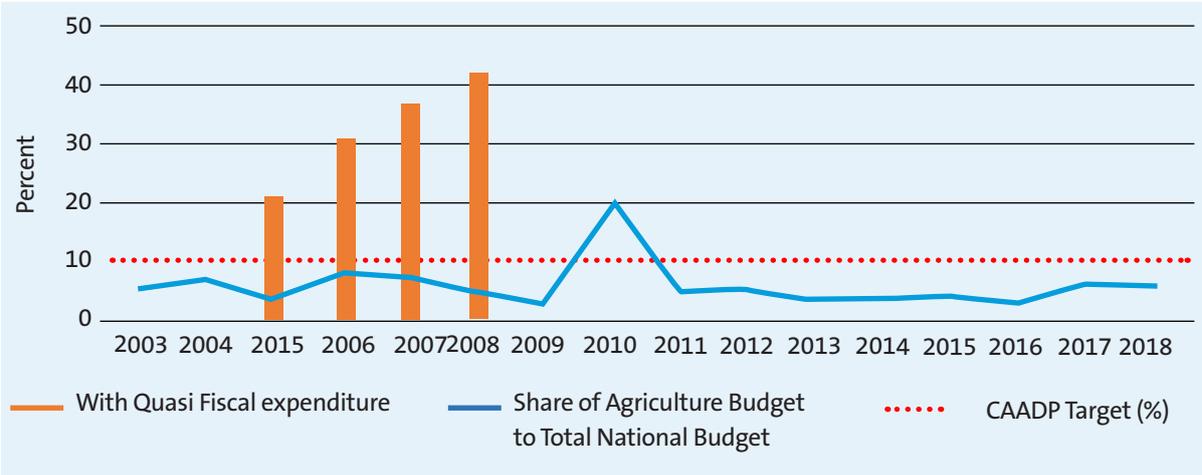
The investment plan was meant to strengthen agricultural input and output markets, create capacities for increasing production and productivity and widen opportunities for new strategic choices. There was an assumption that this approach would lead to modernization and commercialization of agriculture and its contribution to food and nutrition security. Although the fundamental approach to the investment plan was noble, it was crafted in gender-neutral terms and did not take into account the different realities of the farmers it was meant to support.

To enhance production, competitiveness and commercialization of agriculture, the ZAIP focuses on *enhancing capabilities of farmers and organizations that provide facilities* to increase production of value chains with the greatest potential to improve the economy (maize, beef, wheat, tobacco and soybean). Some livestock value chains will also benefit as they rely on the by-products of some of the commodities being processed. In this regard, the investment plan considers all types of farmers active in these value chains.

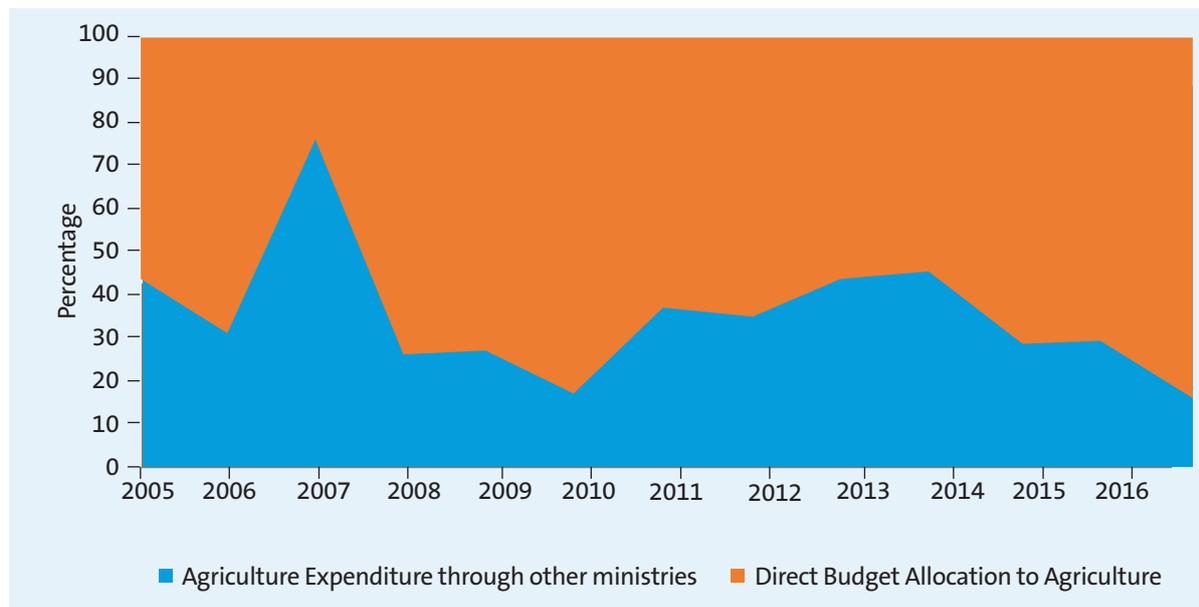
57 New Partnership for Africa’s Development Independent Technical Review.  
58 This is elaborated on later in this chapter.

59 African Union Commission’s biennial review report 2018.

**FIGURE 13:**  
**Budget allocation in line with the CAADP**



**FIGURE 14:**  
**Government expenditure**



Source: Government of Zimbabwe (2017).

### 10.3.1 Public expenditure analysis

Figure 13 shows the allocation of agricultural sector budgets in relation to the national budget, since 2003, in comparison with the CAADP 10 per cent target.

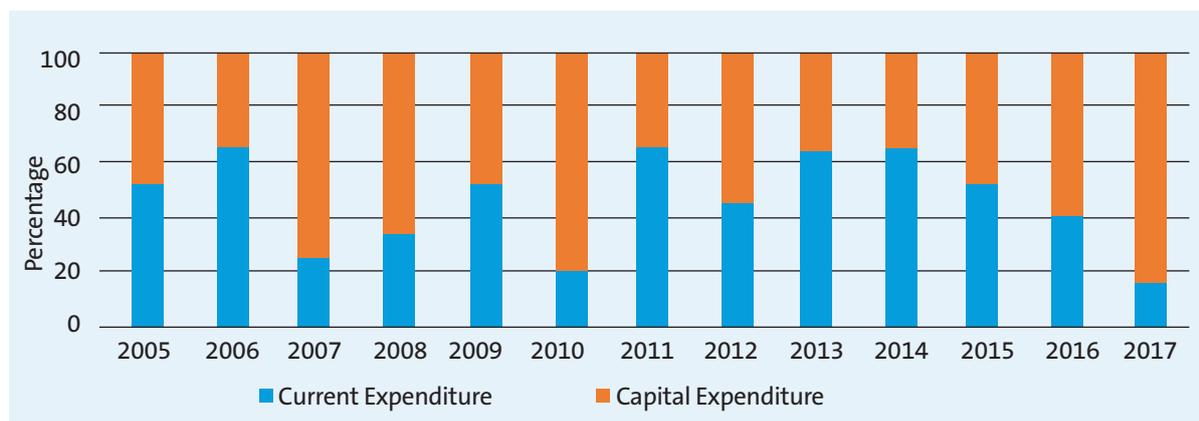
The allocation to agriculture has stayed below the CAADP-stipulated 10 per cent allocation since 2003, excluding 2005–2008. These years had quasi-fiscal expenditure for agriculture.<sup>60</sup> This was also the period when the country experienced unstable price

increases and hyperinflation. The expenditure was characterized by the scaling up of the Presidential Input Support Programme, financing of the revolving fund for tobacco production, coverage of farmers’ non-repayment of input credits and costs of the Grain Marketing Board’s procurement of crop harvests at administered prices higher than both import parity and sales prices. Dollarization of the economy later brought about some stability in the economy after 2008.

Agricultural spending through other ministries includes spending on infrastructure, such as roads, and provision of power for irrigation facilities as

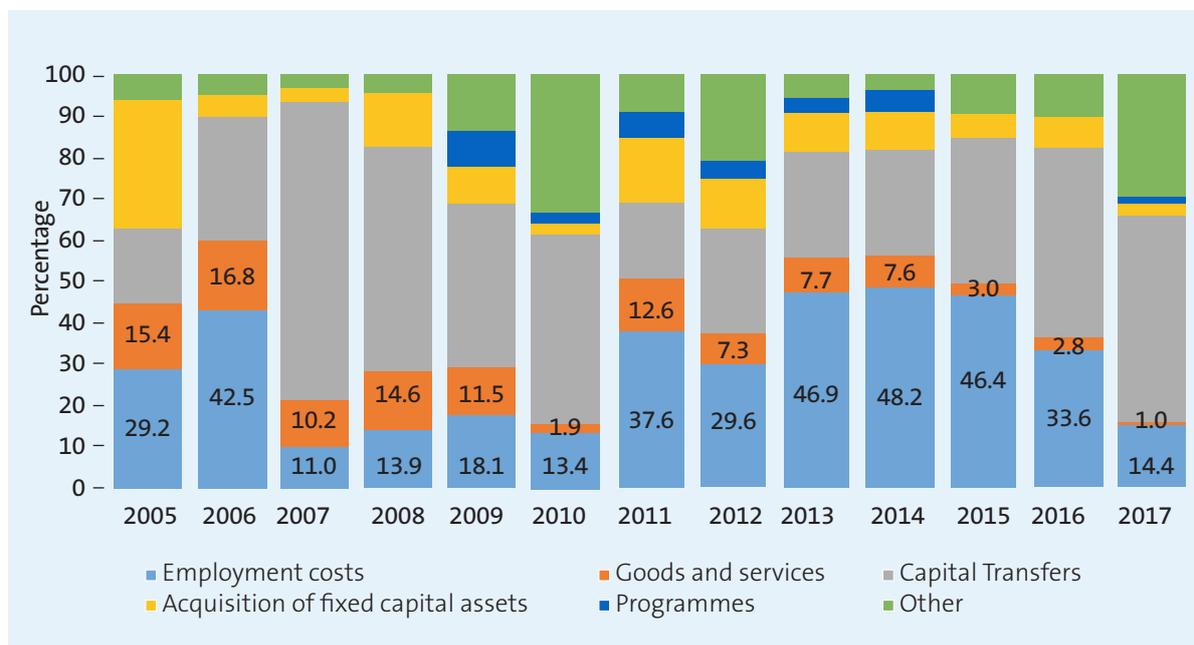
<sup>60</sup> These were resources channelled into the sector by the Central Bank of Zimbabwe.

**FIGURE 15:**  
**Current and capital expenditure**



Source: Government of Zimbabwe (2017).

**FIGURE 16:**  
Trend in expenditure by line item (% of total Ministry of Agriculture budget)



well as for downstream cold-chain industries, etc. Agricultural spending also includes allocations by the Treasury to ministries responsible for transport, women’s affairs, industry and commerce, as well as for energy and power development. Figure 14 shows the proportion of agricultural expenditure through other ministries, compared with the direct budget allocation to agriculture for the period between 2005 and 2017.

Figure 15 shows the proportion of current expenditure and capital expenditure in relation to the total budget allocation.

Before 2003, budget allocations within the Ministry of Agriculture were capital transfers and 50 per cent of the allocations were for subsidies. This trend was upturned during the Zimbabwe Programme for Economic and Social Transformation, as subsidy funds were channelled towards agricultural development programmes.

After the Fast Track Land Reform, capital transfers increased to about 30 per cent in relation to the whole budget, attributed to input support as well as support for the Strategic Grain Reserve. However, the cost for employment remains second highest, as expenditure on development programmes continue to decline.

The budget development from the ministry did not take into account the gender components. The

ministry does not disaggregate farmers by gender; thus, whatever decision is made is for anyone who is considered a farmer regardless of their sex. Thus, it is difficult to ascertain how the budget has been distributed among the farmers at implementation level. This is ironic, as the ministry acknowledges and recognizes that most farmers in Zimbabwe are women.

### 10.4.1 Women’s empowerment and value chains

In undertaking this study, countries were requested to use the value chains that are important in their countries for analysis. It was felt that a generic approach to identification of value chains may not have yielded authentic results. The value chains that were subsequently used were grains, livestock, cotton and tobacco. Climate-smart agriculture was included in the value chains, as it is important in the work of the United Nations Entity for Gender Equality and the Empowerment of Women and also because it is mostly women who are involved in this activity.

#### 10.4.1.1 Grains

In Zimbabwe, it was established that women received free inputs, but it was not clear as to how the received inputs would be utilized at household level. This was due to the intrahousehold sharing of resources and decision-making on what to grow.

There is a need to investigate if the received inputs procured from public funds actually benefit women.

An interview with a senior official from the Ministry of Finance in Zimbabwe revealed that, in terms of the government programme dubbed ‘Targeted Command Agriculture’,<sup>61</sup> which is a loan-based programme, it was largely men who benefited from the budget allocation. This was because women do not have secure tenure rights, which are a prerequisite to access the loans. This therefore means that women farmers only benefit from the free inputs that the government provides, and these are in small quantities (10kg of seeds and two 50kg containers of fertilizer). No other relevant inputs, such as pesticides, are provided in this way, unlike under the loan scheme whereby farmers are able to access inputs as well as equipment such as centre pivots.

#### 10.4.2 Livestock

Livestock is another agricultural asset and value chain that women could have more control over but, because of cultural perspective, ownership of the assets has been elusive to women. According to Kristjanson et al.,<sup>62</sup> livestock ownership has the potential to reduce the household gender gap. Although women often find it easy to acquire livestock through means other than direct purchase, it is still a male-dominated asset, particularly in terms of large stock.

In Zimbabwe, like in the other four countries, it was found that, although livestock is pivotal in ensuring food security and economic survival, fewer women than men own livestock. In most cases, it has been documented that women own most of the small stock, but a study in Zimbabwe showed that even the small stock was owned mostly by men;<sup>63</sup> Zimbabwe

National Statistics Agency, 2016). In terms of cattle ownership in Zimbabwe, data show that 86 per cent of the cattle are owned by men.

The statistics in Figure 17 show that, although governments have realized that livestock is critical to growing the economy, women, by virtue of low ownership, have fewer benefits than men. Livestock ownership has benefits including through breeding, sale in times of distress and use as draught power. Livestock ownership and the ability to make decisions also play a role in food security through the provision of protein (both milk products and meat), which is important in the attainment of nutrition security.

### 10.5.1 Climate-smart agriculture

Women are more susceptible to the impact of climate change than men for a number of reasons. In Zimbabwe, the study was informed that climate-smart agriculture was being practised but not on a large scale because of the lack of the necessary machinery. Lack of machinery has heavily impacted on the development of climate-smart agriculture in Zimbabwe. In terms of budget allocation, it was mentioned that the programme benefits mostly from civil society organizations. There is no policy on climate-smart agriculture but it is embedded in other policies; hence, it does not receive much attention. However, extension staff have received training on climate-smart agriculture from the government and the private sector, and thus are aware of the advantages of the strategy. The country has made efforts to increase the implementation of climate-smart agriculture, and, with support from CTA, a manual for agricultural colleges was produced and is being rolled out in these colleges. The impact of the manual is still to be assessed as its implementation is still at infancy level. It would be interesting to find out how the cadres that would have been trained using

61 This applies to cash crops such as tobacco, soybean and cotton.

62 Kristjanson et al. (2010),

63 Mgugu, (2019)

**FIGURE 17:**  
**Number of livestock in communal farming areas by sex of head of household**

Sex of head of household	Livestock								
	Donkeys	Sheep	Goats	Pigs	Hybrid broilers	Layers	Indigenous chicken	Rabbits	Turkeys
Male	261,917	141,215	1,885,077	133,986	157,845	38,709	4,532,383	72,991	280,166
Female	151,303	70,407	1,375,146	32,794	118,941	14,881	2,787,869	19,205	129,109
<b>Total</b>	<b>413,220</b>	<b>211,622</b>	<b>3,260,223</b>	<b>166,780</b>	<b>276,786</b>	<b>53,589</b>	<b>7,320,252</b>	<b>92,196</b>	<b>409,276</b>

Source: Zimbabwe National Statistics Agency(2014).

**FIGURE 18:**  
**Ownership of equipment by commercial farmers**

Equipment	Sex of farmers	
	Female	Male
Tractors	201	1,407
Goods-carrying vehicles(trucks, lorries, vans)	231	1,713
Combine harvesters	0	69
Equipment drawn by tractors	447	4,411
Equipment drawn by animals	369	1,777

Source: Agriculture and Livestock Survey (2014).

the manual will be able to mainstream gender into their farmer programmes.

A local non-governmental organization (Research Institute Barefoot Education for Afrika Trust (BEAT)) is unpacking the manual and developing booklets that will be used to train farmers in climate-smart agriculture through study circles. According to BEAT, the adoption of the study circle approach will ensure that farmers participate equally, which will ensure equality and improve the knowledge base of women farmers. Using the Women’s Empowerment in Agriculture Index, the approach to BEAT could be an answer to the quest for women’s empowerment in agriculture.

Figure 14 shows government expenditure on agriculture through other ministries. Agricultural spending through other ministries includes spending on infrastructure, such as roads, provision of power for irrigation facilities and downstream cold-chain industries. Agricultural spending also includes allocations by the Treasury to the Ministries of Industry and Commerce, Energy and Power Development, and Women Affairs, Community, Small and Medium Enterprises Development.

### 10.6.1 Challenges and areas of improvements

Although the country recognizes women’s contribution to agriculture, their full involvement, as well as utilization of productive assets, has been very limited. Agriculture is based on a number of variables, such as access to land and its impacts on ability to access financial resources, inputs and secure access to secondary water.

Another challenge that impacted on the optimum

implementation of the ZAIP was that it was not institutionalized but remained a departmental document. Thus, the involvement of the relevant departments was limited. The role of the National Gender Machinery, whose main mandate is to provide oversight of whether or not gender and women’s issues are being mainstreamed into programmes, budgets and activities, remained limited as there was poor engagement. The National Gender Machinery was invited to make contributions to the policy frameworks on agriculture but has had limited participation in policy implementation. This limits its oversight provisions. The other challenge to the successful mainstreaming of gender into the CAADP processes in the Ministry of Agriculture and indeed the country was that the gender department was located in the human resources department and thus was not part and parcel of the technical programming departments, in which the issues of inequality should be addressed. Women farmers and their involvement in the selected value chains are not the responsibility of the human resources department but rather of the policy and strategic division in the Ministry of Agriculture. There was a general consensus that this unit should be removed and placed in an appropriate department, such as the policy, strategic and business department.

Although the Ministry of Agriculture has created a permanent secretary’s gender committee that comprises all departments, the coordination remains with the human resources department, which has no technical capacity. The coordination office has a budget but it is not clear how much it receives. Although holding a budget allocation within the Ministry of Agriculture’s overall budget, the amount allocated and disbursed is not enough to meet the needs of the unit. The unit does not provide oversight to the various departments in the Ministry of Agricul-

ture. This prevents the achievement of the gender mainstreaming element of the ZAIP: ensuring that power dynamics in access to means of agricultural production are balanced.

One of the major findings was that the ZAIP was overambitious, and was still aligned with the Maputo Declaration's four pillars and yet to be aligned with the Malabo Declaration commitments. The investment plan was said to be aligned with the CAADP principles and the major national development goals and objectives. However, it was noted that, for the first three years of the first phase of the plan, the country was not able to reach the 10 per cent allocation as it was coming out of a period of political instability.

## 10.7.1 Conclusions

Although Zimbabwe has viewed agriculture as its main vehicle for transforming the economy as well as being key to the country being open for business, the study concluded that there was a need for Zimbabwe to 'walk the talk' in mainstreaming gender. The country has a very gender-sensitive constitution but lacks implementation and monitoring frameworks. For Zimbabwe to realize the potential of women farmers, it needs to align the subsidiary laws with the constitution. Despite the implementation of the Fast Track Land Reform Programme, in which an effort was made to give women secure land tenure, there is still a gap in terms of accessing financial resources, as the land has been turned into state land and farmers have only user rights that cannot be used to access finance. The impact of this was seen in the Targeted Command Agriculture Programme, as data showed that this was mainly enjoyed by men. This was because of women's insecure tenure of key factors of production (land and water), with very few women being able to access these resources. Therefore, it is important to ensure that women farmers get an allocation from the public funds through the 10 per cent budget allocation.

Like the other countries in this study, Zimbabwe does not use gender-responsive budgeting (GRB), even though the Ministry of Finance has developed guidelines for its use. The country is still to develop gender-based indicators for use in budgeting, monitoring and implementation. There was a glaring gap in data as the country does not have gender-disaggregated data, and this made the analysis rather difficult.

The poor or limited oversight provision by both the

internal gender focal unit and the National Gender Machinery will mean that the various ministries, departments and agencies (MDAs) will continue to ignore the importance of using GRB in their budget. Assuming that women farmers will benefit through the allocation that is provided for at household level was found to be wanting because of the intrahousehold sharing of resources. Although the setting up of the permanent secretary's gender committee is considered best practice, its importance is watered down because the committee is made up of junior personnel who are not at the level of management where decisions are made. If other countries were to emulate this, it is important that such committees comprise senior officials and are overseen by either the permanent secretary or the minister. This, according to this study, will elevate the challenges facing women in agriculture to a higher level and ensure that funds are allocated and that monitoring is done from a gender perspective using gender-based indicators. Gender issues should be considered not cross-cutting but strategic, and should begin to be fully implemented in budgeting, allocation, disbursement and implementation.

## 10.8.1 Recommendations

- A programme should be put in place to advocate for the alignment of the subsidiary laws with the constitution.
- The country should develop gender-based indicators for monitoring the budget allocation to the various MDAs.
- The country should begin to implement GRB, and punitive measures should be put in place for those MDAs that submit budgets that have not been developed using the framework. It is important that staff in the MDAs are trained on GRB. Members of Parliament, especially the women and gender caucus and those concerned with natural resources and finance, should be trained in GRB to provide informed oversight.
- The gender unit should be elevated so that its members are senior officials, and it should be chaired by either the permanent secretary or the minister. This will make gender a strategic issue and part of the results-based management system of the government.

# OVERALL CONCLUSIONS AND RECOMMENDATIONS

## 11.1.1 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.

**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 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.**

**The non-adoption of the gender-responsive budgeting (GRB) approach by governments was found to be another barrier to women 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 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 ministries, departments and agencies (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.** MDAs submit budgets that are gender blind, with the hope that women farmers will benefit from the various programmes that they will be implementing. Although countries such as Zambia and Zimbabwe have adopted programme-based budgeting, it is not clear how women will benefit from the allocated, approved and disbursed budgets. The expenditure reports submitted to the ministries of finance do not have gender indicators, making it difficult to track how much of the resources reach women farmers. It was also found that most of the budget allocations to the ministries responsible for agriculture are channelled towards overhead costs, leaving a very small percentage for real programming.

**The weak position of the gender focal persons (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. In Zimbabwe, although the GFPs and gender focal unit have a budget, this is always used for awareness-raising and the unit does not provide oversight of the activities and budgets of the Ministry of Finance and Economic Development's various departments. The gender focal point is also situated in the human resources department. Although this has its advantages in terms of ensuring that appointments are gender sensitive, there is no political will to support the unit. Senti-

ments were expressed in the ministry that the GFPs and the gender focal unit should move to the policy, strategic and business department. Another practice that has been put in place in Zimbabwe is the setting up of a permanent secretary's gender committee, which is made up of representatives from the various technical departments of the ministry. However, further analysis of the functions of the committee found that it faces the same challenges as the GFPs, because the representatives from the various departments are also junior officers.

**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.** As mentioned elsewhere in the report, women often participate in these value chains as part of a household and, although livestock plays an important part in both household food security and economic survival, the numbers of women who own livestock were small compared with men. In most cases, it has been documented that women own most of the small stock, but a study in Zimbabwe showed that even the small stock was owned mostly by men. In terms of cattle ownership in Zimbabwe, data show that 86 per cent of the cattle are owned by men.

Although women farmers did derive some benefits from the extension services' budget allocation, **access to extension services in the seven countries was not adequate.** This was due to the resources channelled towards the departments responsible for extension services being limited. In some countries, governments have increased the number of extension staff, but the lack of resources is a hindrance to their effectiveness.

Another conclusion that was drawn from this study was that **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. Bravo-Ureta et al. (2007) contend that education and extension services are critical especially for smallholder farmers to make efficient use of the given latest technologies and utilise new information on agricultural development. Significant positive effects on productivity and growth in the agricultural sector have been associated with large investments in extension services, which, according to the literature reviewed during this study, was found wanting in these countries.

## 11.2.1 Recommendations

The following recommendations are for UN Women and its partners. These recommendations can be used in the development of advocacy to ensure that the member states realize the tenets of Comprehensive Africa Agriculture Development Programme (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 to 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. This can be achieved once governments make it mandatory for MDAs to adopt and utilize the GRB approach. Although the approaches of Ghana and Uganda have flaws, they can be adopted by the countries that were studied.

**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 programmes on 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 National Agriculture Investment Plans. 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 create

enabling environments that enhance the land rights of women and provide water security, which would enable the women smallholder farmers to benefit from public funding, as they would 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. Instead of the 1 per cent weighting in one of the countries, it is suggested that gender mainstreaming be given a weighting of at least 30 per cent and eventually move to 50 per cent, as indicated in the various regional and continental instruments that the governments are party to.

**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. This would mean that budgets would not be approved without being properly reviewed for their gender responsiveness. To achieve this, it is strongly recommended that all relevant MDAs be trained in GRB. All the countries studied have gender commissions in place, albeit using different terminologies, and these commissions need to do more to ensure that MDAs have gender-mainstreaming strategies in place, in addition to a monitoring and evaluation strategy to provide for oversight.

**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. Therefore, the study recommends that governments and ministries of finance improve the availability of data that are disaggregated by sex.

**Improve fiscal transparency.** This will ensure more efficient targeting and provision of financial resources that will benefit women. This, in addition to the development of a web page for MDAs to provide information on their budgets, if it is not yet in place, is strongly recommended.

**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. The study has found that it is mostly women who are engaged in climate-smart agriculture and that, in countries such as Zimbabwe, this is mainly funded by development partners.

**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. Addressing climate change in this context is not just about giving resources to women but also about ensuring that it plays its part in the transformation of the sector by making women agents of change instead of passive recipients.

**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. Once the extension staff are able to convert the data into agrometeorological data, the farmers will find it easier to use this information.

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