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RESEARCH BACKGROUNDER

# **GENDER- RESPONSIVE BUDGETING IN AGRICULTURE IN ETHIOPIA**

Bedaso Taye, Nuru Hussen, and Ermias Mengistu



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# ACRONYMS AND ABBREVIATIONS

ADLI	Agriculture Development Led Industrialization
AGP	Agricultural Growth Program
ATA	Agricultural Transformation Agency
ATVET	Agricultural technical vocational education and training
BOFED	Bureau of Finance and Economic Development
BPFA	Beijing Platform for Action
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CDD	Community demand-driven
CRGE	Climate Resilient Green Economy
CSA	Central Statistics Agency
DRSLP	Drought Resilience and Sustainable Livelihood Project
FDRE	Federal Democratic Republic of Ethiopia
GoE	Government of Ethiopia
GRB	gender-responsive budgeting
GTP	Growth and Transformation Plan
JPGWEWE	Joint Programme on Gender Equality and Women Empowerment
MAFAP	Monitoring African Food and Agricultural Policies
MDG	Millennium Development Goal
MEFF	Macroeconomic and Fiscal Framework
METEF	Medium-Term Expenditure Framework
MoA	Ministry of Agriculture

MoF	Ministry of Finance
MoFED	Ministry of Finance and Economic Development
MoWCY	Ministry of Women, Children, and Youth Affairs
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
PDC	Planning and Development Commission
PEFA	Public expenditure and financial accountability
PIF	Policy and Investment Framework
PIM	Program Implementation Manual
PMO	Prime Minister's Office
PSNP	Productive Safety Net Program
RDPS	Rural Development Policy and Strategies
RUFIP	Rural Financial Intermediary Program
SDG	Sustainable Development Goal
SDPRP	Sustainable Development and Poverty Reduction Program
SLMP	Sustainable Land Management Program

# INTRODUCTION

Deep-rooted gender inequalities—due to the unfair distribution of resources and opportunities between men and women—persist among rural Ethiopians who rely on agriculture for their livelihoods. According to a study by the World Bank (2014), women farmers in Ethiopia produce less output per hectare than their male counterparts. The simple difference (that is, the difference without correction for any systematic differences between male and female farmers) shows a gap of 23 percentage points. The difference after accounting for systematic differences across male and female farmers in average plot size and region of production is 24 percentage points. This gap is due partly to male-biased and male-dominated agricultural development policy and practice in the country. Behavioral norms, market failures, and other constraints also limit the return that female farmers get from applying inputs.

Greater gender equality has the potential to raise female farmers' productivity to the same level as that of male farmers and to expand their opportunities, which will in turn lead to faster economic growth for Ethiopia, a more equal income distribution, and better-fed families, reducing the high incidence of rural poverty, malnutrition, and disease. Several measures can help improve women's situation in agriculture, including strengthening women's land rights; improving their access to markets, labor and labor-saving tools, seeds, and high-quality fertilizer; and investing in human capital while using social networks to improve child care and spread agricultural knowledge (World Bank, 2014). Agricultural extension services have a role to play in closing this gap by meeting female farmers' specific needs.

Another key instrument for challenging gender inequality is gender-responsive budgeting that aims to reduce the gap between Ethiopia's male and female farmers. Without knowing how many resources the government has committed to gender equality and women's empowerment and how public funds are spent, it is not possible to evaluate whether government programs and funding are functioning effectively to reduce the gender gap. In 2012, acknowledging existing gender inequalities as well as the primacy of the budget in translating policies and political commitments into action, the Government of Ethiopia (GoE)—through the leadership of the Ministry of Finance (MoF) and with the support of UN Women and the European Union—initiated and issued gender-responsive budgeting guidelines (MoFED 2012). Ethiopia is one of several countries in Africa and elsewhere that have used gender-responsive budgeting initiatives to achieve gender equality goals (Stotsky, 2016; Stotsky, Kolovich, and Kebhaj, 2016).

Following the adoption of gender-responsive budgeting (GRB) at the national level, several ministries and public organizations at federal and regional levels have also undertaken different initiatives. In 2016 a proclamation was issued to



modify the federal government's Financial Administration Proclamation. According to the revised Financial Administration Proclamation, gender issues shall be taken into consideration during public budget preparation.

Despite this progress, GRB faces continuing challenges, including limited technical know-how on GRB approaches and limited coordination, capacity, commitments, and accountability mechanisms for promoting gender equality within government structures (MoFED, 2012). Continuous monitoring of the implementation of GRB and the robustness of the tracking system are key to enhancing sector-specific performance. To assess the implementation of GRB in Ethiopia, it is vital to assess GRB in the agricultural sector, given that 83 percent of the population relies on that sector for their livelihood and the country has allocated more than 10 percent of its annual budget to agriculture (exceeding the 10 percent requirement of the Comprehensive Africa Agricultural Development Program, or CAADP).

Oxfam in Ethiopia has a longstanding focus on the empowerment of small-scale food producers and has sought to influence policies, practices, and attitudes unfavorable to rural women. The organization has been working to generate and disseminate evidence on gender equality in agricultural spending and identify options for improving the quality of agricultural public spending for women and women-related activities. To this end, Oxfam in Ethiopia commissioned DAB Development Research and Training (DAB DRT) to conduct a study on GRB in Ethiopia to enhance awareness of the agricultural budget and the budget tracking system and to facilitate national and regional dialogues.

## OBJECTIVES OF THE STUDY

The general objective of this study is to learn how to improve the quality of Ethiopia's agricultural public spending and its budget tracking system in order to enhance women's empowerment. It has the following four specific objectives:

1. Analyze budgeting and planning processes and the amount and quality of spending in the agricultural sector, including spending priorities and decisions.
2. Analyze agricultural spending by function across subsectors, programs, and interventions, such as agricultural research, extension, food security, natural resources management, and climate change, with due consideration of spending on gender in agriculture, and identify areas of underinvestment.
3. Identify how agricultural budget spending and tracking can contribute to achieving Ethiopia's Growth and Transformation Plan II (GTP II) targets while also reducing gender gaps.

4. Establish baseline, sex-disaggregated data on agricultural spending to serve as a benchmark for monitoring and evaluation of agricultural spending in the future.

## RESEARCH QUESTIONS

The study is guided by the following key research questions:

- How are policies and their associated resource allocations likely to reduce or increase gender inequalities? What constitutes high-quality agricultural spending in the context of Ethiopia, its level of resources, its existing tools, and its level of transparency in the budgeting process to ensure that the different needs and priorities of male and female farmers are addressed?
- How is the budget tracked from year to year to ensure that investments result in progress on GTP II targets? How are decisions on public agricultural spending made, and by whom? Do male and female farmers have a say in agricultural spending decisions, and how does this vary, if at all, by administrative level and regional state?

## GENDER-RESPONSIVE BUDGETING INITIATIVES IN ETHIOPIA

The Ministry of Women, Children, and Youth Affairs (MOWCYA) and the Ministry of Finance (MoF), in collaboration with other government institutions and United Nations agencies, are leading the process to further institutionalize the GRB agenda. In 2008 MoF issued gender-responsive guidelines for mainstreaming gender with the support of UNICEF and the British Council; in 2012 the GRB guidelines were revised under the guidance of MoF and with the financial support of the Joint Programme on Gender Equality and Women Empowerment.<sup>1</sup> In 2010 the Parliament's Budget Standing Committee expressed interest in supporting the GRB initiative. In 2012 MoF, in collaboration with other stakeholders, initiated GRB activities, including awareness raising among MoF planners and economists.

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<sup>1</sup> This joint program is carried out by six United Nations agencies to support national policy and strategy on gender equality and women empowerment at both the federal and regional levels in Ethiopia; see <https://www.et.undp.org/content/ethiopia/en/home/projects/joint-programme-on-gender-equality-and-women-empowerment.html>

Although some progress has been made owing to GRB activities and the existence of entry points offered through key national processes such as GTP, the decentralized system of governance, and the change from line-item budgeting to program-based budgeting, GRB approaches have not yet been fully applied or institutionalized in government planning and budgeting. This situation has created a need to strengthen GRB efforts in order to institutionalize and sustain GRB gains (UN, 2011).

The government of Ethiopia committed itself to gender equality by stipulating the rights of women in the Constitution (Article 35), by adopting the National Policy on Women, and by formulating the National Action Plan on Gender and Development (2006–2010), to mention a few. The government is a signatory to most international instruments, conventions, and declarations, such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1979), the Declaration on the Elimination of Violence against Women (DEVAW, 1993), and the Beijing Platform for Action (BPA, 1995), and it has applied the international instruments to its domestic agenda. CEDAW stipulates that signatories must work to eliminate discrimination against women and create equality between women and men.

The government has set up an extensive network of institutions at federal and regional levels to ensure that policies and programs on gender are effectively implemented and coordinated. The federal MOWCYA, the heads of regional Women, Children, and Youth Affairs Bureaus, and the heads of *woreda* (i.e., district) Offices of Women, Children, and Youth Affairs have now become members of the cabinet at their respective levels. The federal government has allocated more staff who are accountable for promoting gender equality and is also strengthening the accountability of national policies on gender. MOWCYA is entrusted with responsibility for planning, coordinating, and facilitating programs to allow women to benefit from the country's development process. All ministries are responsible for addressing concerns related to women and youth as they prepare policies, laws, development programs, and projects through their women's affairs departments at the federal level. There are also corresponding Bureaus of Women, Children, and Youth Affairs (BoWCYA) at the regional level, women's coordination desks at the zonal and *woreda* levels, and departments of women's affairs in the regional sector bureaus (such as the Bureaus of Agriculture). MOWCYA is responsible for creating a conducive atmosphere for the implementation, monitoring, and evaluation of women's policies and programs in various government agencies. Hence, in line with the government's commitment, the Ministry of Agriculture (MoA) has established a Women's Affairs Directorate to facilitate and carry out gender mainstreaming in its agricultural programs.

In general, while adequate policies are in place to protect women's rights, implementing them remains a challenge. Information about laws and policies has not been adequately disseminated among the public in general and among women in particular. Low public awareness of policies and legal provisions, institutions' lack of implementation capacity, and various sociocultural factors hamper the realization of anti-discrimination measures. Enforcement of existing laws and policies aims at responding in a practical way to the demand that Ethiopia do more to meet its national and international commitments.

# CONCEPTUAL FRAMEWORK FOR THE STUDY

GRB is a policy instrument to put government commitment into practice. It is a major monetary tool that translates government policies and programs into action. GRB initiatives are diverse efforts aimed at breaking down the government's budget in order to analyze its impact on various genders as well as on other aspects of social differentiation (such as race, ethnicity, class, and caste). Their main purpose is to examine whether public expenditure is allocated in an equitable way, and hence to promote gender equality. Gender-sensitive budgets are not separate budgets produced for women, and they are not limited to increasing allocations specifically targeting women. GRB is not about spending the same (fifty-fifty) on women and men or simply about assessing programs targeted at women and girls. GRB can be understood as government planning, programming, and budgeting that help advance gender equality and fulfill women's rights. It entails identifying needed interventions to address gender gaps in sector and local government policies, plans, and budgets. It also aims to analyze the gender-differentiated impact of revenue-raising policies and the allocation of domestic resources and official development assistance. GRB initiatives seek to create enabling policy frameworks, build capacity, and strengthen monitoring mechanisms to support accountability to women.

GRB is also concerned with ensuring the widest possible participation in identifying gender issues. It involves consulting with citizens and stakeholders at each step of budgeting, monitoring, and evaluation. This includes providing full access to information that allows everyone to offer input, as well as building mechanisms for monitoring, follow-up, evaluation, and feedback to respond to those inputs.

## FRAMEWORK TO EVALUATE POLICIES AND PROGRAMS AS THEY RELATE TO GENDER

GRB seeks to facilitate coherence between government planning/budgeting and gender equality goals by ensuring that (1) government plans include programs that address gender gaps and (2) the government budget includes the financial resources necessary to implement such programs. GRB rests on the premise that a government's budget reflects its values and priorities, as demonstrated in its financial investments in meeting its social and economic goals. Accordingly, national commitments to gender equality and women's rights need to be reflected in those budgets. GRB means that budgets respond to or complement gender-aware policy appraisals, gender-disaggregated public expenditure benefit

incidence analysis, gender-disaggregated beneficiary assessments, gender-disaggregated analysis of the budget's impact on time use, gender-aware medium-term economic policy frameworks, gender-aware budget statements, and gender-disaggregated tax incidence analysis.

Because we had limited data and time, in this study we apply only two of these gender-responsive budget analyses: gender-aware policy appraisal and gender-disaggregated expenditure incidence analysis. Given our lack of data and the scope of the study, we could not apply gender-disaggregated beneficiary assessment or the other two methods (revenue side of the budget and budget impact on time).

### **Gender-Aware Policy/Project Appraisal**

Gender-aware policy/project appraisal involves scrutinizing policies and projects by paying attention to the implicit and explicit gender issues involved (Budlender and Sharp, 1998). It questions the assumption that policies are gender neutral in their effects and asks instead: In what ways are the policies and their associated resource allocations likely to reduce or increase gender inequalities? To understand the government's commitment to gender equality, a policy/project can be assessed and classified according to its gender impacts (ATA, 2013):

- ***Gender-blind policies/projects*** fail to distinguish between women and men. Policies are biased in favor of existing gender relations and therefore are likely to exclude women.
- ***Gender-aware policies/projects*** recognize that women are development actors who are often constrained differently from men. Their needs, interests, and priorities may differ and at times conflict. Project designs ensure that both women and men benefit and that neither group is harmed.
- ***Gender-neutral policies/projects*** do not disturb existing gender relations. Projects do not account for the differences between women and men and do not consider how women and men may be marginalized or may not benefit from projects.
- ***Gender-specific policies/projects*** use the knowledge of gender differences in a given situation to respond to the practical gender needs of either women or men. These policies do not address the existing division of resources and responsibilities. Projects can be exclusively designed for women. Full analysis of gender relations can indicate the need for women-specific interventions in order to compensate for past inequalities.

- ***Gender-transformative policies*** aim to transform the existing distribution of resources and responsibilities to create a more equal relationship between women and men. An intervention may target both women and men or one group alone. Gender-transformative policies/projects focus mainly on strategic gender interests, but they can also meet practical gender needs in a way that has transformational potential and provides a supportive environment for women's self-empowerment.

In this study we appraise how these categories apply to several of Ethiopia's policies and programs, such as the 2003 Rural Development Policy and Strategies, four consecutive medium-term plans, the 2010–2020 Policy and Investment Framework (PIF), the Agricultural Growth Program (AGP), the Sustainable Land Management Program (SLMP), and the Productive Safety Net Program (PSNP). We also look at whether regular programs such as extension and crop protection programs are gender sensitive, gender neutral, or gender blind.

### **Public Expenditure Analysis**

Public expenditure analysis can be used to assess how government expenditures in a given program are distributed between men and women and boys and girls (Budlender and Sharp, 1998). For example, gender-disaggregated public expenditure incidence analysis can be used to compare public school expenditures in different localities with the number of boys and girls enrolled. It can also compare expenditures in different areas with the levels of gender-specific needs revealed in surveys (Budlender and Sharp, 1998, 43).

This tool requires considerable amounts of quantitative data in order to estimate both the unit cost of providing a government service and the use of public expenditures by households or individuals disaggregated by sex (Budlender and Sharp, 1998, 44; Demery, 1996). Data on the cost of service provision must usually be obtained from government agencies. Data to estimate program use can often be derived from a variety of sources, including household surveys conducted by the national statistical agency. Based on data availability, we estimated the gender expenditure incidence analysis for key services like agricultural extension, participation in cooperatives, and food security programs. We used the government budget for each program and the number of users in the program, by gender, to estimate the benefit incidence of public expenditure on agriculture. This method was already applied in Ethiopia by Mogue (2013) to estimate the incidence of benefits related to agricultural extension, selected food security programs, and water supply in rural Ethiopia.

# METHODOLOGY OF THE STUDY

## QUANTITATIVE METHODS

To carry out two assessment strategies on GRB, we reviewed secondary data on budgets and spending, published and unpublished documents and reports on budgets and spending, and the planning and budget process.

### **Desk Review**

A desk review was conducted using a structured secondary data collection format specifically designed for the review (see Annex). The questions were designed in line with indicators showing evidence of the results claimed in the MoF's GRB form.

Through document review, this study examined GRB-related progress in the quality of agricultural public spending and the budget tracking system at different levels. This review was supported by the collection of detailed budget data (planned and disbursed) at all levels of government and development partners. Data are from MoF records.

In addition to reviewing official records, this study extensively reviewed relevant policies, including national policy, planning, and budget proclamations and announcements and budgeting guidelines on issues related to women. It examined gender regulations, policies, and strategies to understand the factors enabling gender responsiveness in agricultural budgets. It sought further insights from relevant literature in the areas of gender and agriculture, gender-responsive budgeting, and gender mainstreaming. The main government documents referred to include the following:

- National Growth and Transformation Plan II and its performance reports, MoF
- Rural Development Policy and Strategies (RDPS)
- Climate Resilient Green Economy (CRGE) Strategy
- Agricultural extension strategies, cooperatives strategy, and seed sector strategy
- Irrigation and mechanization strategies
- Agriculture Gender Strategy



- PSNP program document and implementation manual
- Federal Democratic Republic of Ethiopia (FDRE) House of Peoples' Representatives budget proclamations
- Agricultural Growth and Transformation Plan I and II and their performance reports (MoA) (components of GTP I and II)
- Project documents of Agricultural Growth Program (AGP), Sustainable Land Management Program (SLMP), Drought Resilience and Sustainable Livelihood Project (DRSLP I and DRSLP II), and other key projects
- Gender mainstreaming strategy of the MoA and the Agricultural Transformation Agency (ATA), and other relevant studies on gender in agriculture in Ethiopia.
- Central Statistical Agency (CSA) reports on crop production, livestock production, farm management and practices, time use survey, population census and projections, and more
- Newly drafted and approved public investment proclamation, and guidelines for its proper implementation
- The gender leveling tool of the MoWYC
- The Medium Term Expenditure Framework of the GoE, which is a five-year rolling plan prepared annually
- Proclamation No.1097/2018, Definition of Powers and Duties of the Executive Organs of the Federal Democratic Republic of Ethiopia

Besides reviewing relevant policies and budgeting guidelines, the study team examined which agricultural programs have mainstreamed gender. This helped identify issues of gender inequality in the agricultural sector and the resources allocated to address them. The study team assessed the relevant guidelines distributed to line ministries for submission of their annual budget requests and quarterly performance reports, which helped explain the government's efforts to raise awareness about gender-responsive budgeting.

The study team also reviewed federal government program budget documents to help evaluate strategic programs and targets and to understand outcomes expected from the allocated budget during the program budget period.

### **Challenges and Limitations of the Study**

Owing to the COVID-19 pandemic, the GRB research is based on data collected from the document review only. To address this limitation, we used multiple sources of data, such as aggregated national data from the MoF and MoA.

# FINDINGS OF THE STUDY

This section presents the prevalence of gender-responsive budgeting in Ethiopian agriculture and discusses it based on the themes of the conceptual framework. We start from national policies, strategies, and medium-term plans and then analyze whether government budget statements are gender sensitive. Finally, we present an analysis of agricultural expenditure in key areas.

## APPRAISAL OF WOMEN AND AGRICULTURE POLICIES IN ETHIOPIA

To appraise the government's key policies and strategies, we followed these steps: (1) defined problems and approaches to solutions, (2) identified the actors and coalitions involved in the policy domain, and (3) calculated the adequacy of resources allocated to implement the policy. We examined the following key government policies and strategies for their provisions for gender equality: the National Policy on Women (1994), the Rural Development Policy and Strategies (RDPS, 2003), the Agricultural Sector Policy and Investment Framework (2010–2020), the Sustainable Development and Poverty Reduction Program (SDPRP, 2002/03–2004/05), the Plan for Accelerated and Sustained Development to End Poverty (PASDEP, 2005/–2009/10), GTP I (2010/11–2014/15), and GTP II (2015/16–2019/20).

### **National Policy on Women, 1994**

The policy document for the National Policy on Women acknowledges the significant role Ethiopian rural and urban women play in the day-to-day activities of households and communities. Using quantitative and qualitative baseline data, it analyzed the situation of women in detail and concluded that women, including rural women, were disproportionately disadvantaged. It states that the government of Ethiopia had had no policy on women's affairs and had put no government body in charge of such matters. Consequently, development programs were characterized by lack of coordination and unintended side effects on women. Therefore, the government drafted and implemented the National Policy on Women in 1994.

The policy has the following four objectives:

1. Facilitating conditions to accelerate achievement of equality between men and women so that women can participate in the political, social, and economic life of their country on equal terms with men;

2. Ensuring that women's right to own property, as well as their other human rights, are respected and that they are not excluded from enjoying the fruits of their labor or from performing public functions and being decision makers;
3. Facilitating rural women's access to basic social services and to ways of lightening their workload; and
4. Eliminating prejudice as well as customary and other practices that are based on the idea of male supremacy and enabling women to hold public office and to participate in the decision-making process at all levels.

The document puts forth some principles and steps to be taken to achieve gender equality. It is now indisputable that gender issues concern not only women but society at large and that women's problems cannot be solved by women alone but must be addressed by the coordinated efforts of society, the government, and women. This policy on Ethiopian women, therefore, focuses on what the government is obliged to do for women and what women must do for themselves, as well as showing the relationship between the two.

The National Policy on Women accepts that there are gender-related issues in all sectors, and it recommends some approaches to address these issues. But the policy document fails to indicate the importance of gender-responsive budgeting, including expenditure and tax initiatives, in addressing those gender issues.

The document sets gender-sensitive targets and appoints different levels of government agencies and nongovernmental organizations (NGOs) to implement them, from the Prime Minister's Office (PMO) to the *kebele* (the lowest administrative unit; in rural areas, it is a cluster of villages). It states that women's affairs will be included at the level of the PMO, regions, line ministries, commissions and central agencies, zones, and *woredas*. International organizations will also support the implementation of the policy at all levels. However, the policy does not indicate the amount of financial and human resources needed for implementation, and this shortcoming affects the actual implementation of the policy on the ground.

Overall, the National Policy on Women is sensitive to gender and sets gender-responsive objectives and targets, even if they are not measurable. It has achieved its explicit aim of establishing women's affairs offices at different levels, but it has not gone beyond that. It makes no clear mention of integrating the issue of women into annual expenditure plans. As a result, it has failed to allocate adequate resources to solve widespread problems of women.

## **Rural Development Policies and Strategies, 2003**

The Rural Development Policy and Strategies were drafted in 2003 and have served as a basis for government strategies and priorities since then. The main objective of these strategies is to build a market economy in which (1) a broad spectrum of the Ethiopian people are beneficiaries, (2) dependence on food aid is eliminated, and (3) rapid economic growth is assured (MoFED, 2003). Accordingly, the Plan for Accelerated and Sustained Development to End Poverty (PASDEP) and the Growth and Transformation Plans I and II, which are currently under implementation, are based on this basic policy. Since the RDPS must emanate from the country's mother strategy, Agricultural Development–Led Industrialization (ADLI), it considers agriculture and rural-centered development pivotal for ensuring food security, eliminating food aid dependency, promoting market-oriented development, and benefiting all people. Agricultural and rural development rest on labor-intensive development, proper use of land, incorporation of different agroecologies, and an integrated development path.

The RDPS includes several provisions related to women. It notes that to ensure women's participation in rural development, it is necessary to increase their productive capacity (MoFED, 2003, 67). It recognizes women as key players in household health, sanitation, and food preparation, and it emphasizes equipping women with at least primary education, which improves their awareness of sanitation. However, the RDPS says little about how women in agriculture will benefit from government interventions and policies. Gender empowerment issues are hardly mentioned in relation to their empowerment in agriculture.

Changing global, regional, and local environments influence gender issues, and over time, socially, culturally, and economically constructed gender relations are expected to change. Old policies and strategies need to respond to the ever-changing nature of gender relations and roles. Ethiopia's National Policy on Women and Rural Development Policy and Strategies thus need to be revised and updated.

## **Medium-Term Plans (SDPRP, PASDEP, and GTPs)**

Since the National Policy on Women (1994) and the RDPS (2003) are the only overarching provisions for agriculture and rural development, it is also useful to look at the agriculture sector's medium-term plans and strategies. Development of the sector is guided by the ADLI strategy, which is reflected in the implementation of the RDPS, SDPRP (2002/03–2004/05), PASDEP (2005/06–2009/10), GTP I (2010/2011–2014/2015), and GTP II (2015/2016–2019/2020).

### ***Sustainable Development and Poverty Reduction Program (2002/03–2004/05)***

Ethiopia's strategy during the Sustainable Development and Poverty Reduction Program (SDPRP) period focused on agriculture as the sector that provides livelihoods for 85 percent of the population in rural areas, where the bulk of poor people live. The government gives overriding primacy to the welfare of rural populace. It also perceives agriculture as a potential source of a primary surplus that can fuel growth in other sectors of the economy (industry). The SDPRP had several main pillars: It sought to strengthen private sector growth and development, especially in industry, as means of achieving off-farm employment and output growth (including investment in necessary infrastructure). And it aimed to accelerate export growth through the production of high-value agricultural products and increased support to export-oriented manufacturing sectors, particularly intensified processing of high-quality leather and textiles.

Several pillars were related to gender but not specific to it. The SDPRP aimed to deepen and strengthen decentralization to shift decision-making closer to the grassroots population, to improve responsiveness and service delivery, to improve governance, to advance the transformation of society, to empower the poor, and to create an enabling environment for private sector growth and development. Although the SDPRP stated that the government would emphasize gender equality in the process of decentralization and empowerment, it did not specifically mention women in its pillars.

In the main text of the SDPRP document, the government needed to link to the Millennium Development Goals (MDGs) in a meaningful way, but, although the SDPRP provided detailed policy actions with regard to gender equality, it did not substantiate these with specific targets in the policy matrix. Because the document did not translate gender equality objectives into major initiatives, outputs, and targets disaggregated by sex, the program did not systematically engage in implementing, monitoring, and evaluating gender issues. In this respect the SDPRP failed to promote the rights of Ethiopian women as stipulated in the constitution and mentioned in policy documents.

Given the absence of a strong national monitoring and evaluation system and the presence of persistent data quality problems due to political manipulation, economic growth reported during this period was exaggerated. According to World Bank data, economic growth averaged 5.6 percent a year during the SDPRP period (World Bank, 2021), and the population below the poverty line fell from its 44.2 percent baseline in 2010 to 38.7 percent in 2016, at the end of the SDPRP—a 12.4 percent reduction. Moreover, according to the same source, the rural poverty rate declined from 45.4 percent to 39.3 percent over that period—a 13.4 percent reduction. However, there was no assessment of progress on addressing gender inequality.

The key challenges facing this program were an inability to accelerate and sustain growth, limited human and institutional implementation capacity, inadequate investment to expand infrastructure, and insufficient efforts to address gender disparity, among others.

***PASDEP (2005/06–2009/10) and GTP I (2010/11–2014/15)***

The PASDEP and the GTP I encompassed all sectors of Ethiopia's economy including agriculture. The main objective of the PASDEP was to lay down a basis for attaining the country's vision and achieve the MDGs. The plan had eight strategic pillars, with the fourth pillar dedicated to women's empowerment. The eight pillars were (1) building all-inclusive implementation capacity, (2) a massive push to accelerate growth, (3) creating balance between economic development and population growth, (4) unleashing the potentials of Ethiopia's women, (5) strengthening the infrastructure backbone of the country, (6) strengthening human resource development, (7) managing risk and volatility, and (8) creating employment opportunities.

The plan detailed the objectives and rationale of each pillar. Under the fourth pillar it described the following objectives:

- Major efforts to get more girls into, and completing, school with a target of gender parity by the end of the PASDEP period;
- Major efforts to improve women's health, through an extensive program of female outreach health workers at the village and family level, and a nationwide Making Pregnancy Safe program to ensure healthier pregnancies and the safer delivery of babies;
- Liberating girls' and women's time from the unproductive hours spent fetching water, by making water supply available within 0.5 km for 85 percent of the population by 2010;
- Improving rural telephony, which has been shown to open up small entrepreneurship opportunities for women elsewhere;
- Intensifying the responsiveness to women clients of a wide range of programs designed to boost productivity, including agricultural extension, microcredit, natural resource management, and small business promotion; and
- Continuing legislative and institutional reforms to protect the rights of and open opportunities for women, including implementing the National Plan of Action for Women.

With the PASDEP, Ethiopia moved decisively to create a conducive environment for women to participate in, contribute to, and benefit from the country's

economic, social, and political processes. Given the historical and social roots of the multidimensional problems faced by women, there are still gaps between men and women in terms of socioeconomic indicators, all of which demand continued comprehensive actions. To accelerate economic growth, Ethiopia must promote human development, eradicate poverty, remove gender disparities, ensure gender equality, and empower women (MoFED, 2006, 42–43). Regarding the budget allocated for women, PASDEP was at the forefront—it was the only national plan that had a specific line in its budget for women. For example, the plan document allocated about 641 million birr for gender and development (MoFED, 2006, 259).

During the PASDEP period the government revised family and criminal laws to protect the rights of women and, most importantly, ensured that landownership certificates would bear the names of both husband and wife. The emphasis given to women in agriculture in PASDEP also improved the gender responsiveness of services designed to enhance agricultural productivity, such as extension, credit, natural resource management, and small business support. However, the plan had no measurable sex-disaggregated targets related to women in agriculture. While it sought to increase gender parity in education to 0.97, it did not specify any targets for women’s access to extension or credit or their crop production.

After PASDEP, the next medium-term plan was the Growth and Transformation Plan I (2010/10–2014/15). Like its predecessor, the GTP emphasized women’s issues in its objectives. It aimed to maintain at least 11 percent economic growth, based heavily on agriculture, and one of its seven strategic pillars called for promoting the empowerment and equity of women and youth. Qualitatively, the plan emphasized women’s empowerment by calling for equal access to education, health, and agricultural extension, but there was no single target related to women’s benefits in agriculture except the usual extension access. The GTP aimed to increase the number of women-headed households accessing extension services to 4 million (30 percent of beneficiary households) (MoFED, 2010). However, this indicator is an output that does not measure results very well. It considers only women-headed farmers and leaves out females in male-headed households. The plan also presented a budget for agriculture in general, without any reference to how to ensure equity between men and women.

The lack of specificity of the PASDEP and GTP I with regard to activities to achieve gender mainstreaming objectives and targets to monitor their achievements suggests that, despite the government’s strong commitment to gender mainstreaming to achieve MDG objectives and national development goals, most government departments were not in a position to meet their gender mainstreaming responsibilities.

Out of 172 targets set in GTP I, only one sex-disaggregated indicator was included (number of extension service users); six other indicators were not



disaggregated by sex, though they mentioned men and women farmers in general. In all parts of rural Ethiopia, women have less access to resources such as land, use less inputs and services such as extension and credit, and ultimately produce less than men. These differences should have been measured and included in national plans to track progress in gender equality.

All policy documents and plans so far, including SDPRP, PASDEP, and GTP, set limited, if any, outcome-level targets. Sex-disaggregated data were barely available, including at CSA, MoWCY, and MoA, suggesting that they did not conduct sex-disaggregated planning in the first place. The most commonly available sex-disaggregated data in MoA are the number of extension users and safety net beneficiaries. The problem with these indicators is that, since they are it is an output-level (immediate) indicators of progress, they do not tell us the real differences between women and men in terms of production, input use, and food security.

### ***Growth and Transformation Plan II (AGTP II) (2015/16–2019/20)***

Unlike the previous medium-term plans (GTP I and PASDEP), the second-round GTP (GTP II) emphasized gender inclusiveness and equity. The agricultural sector GTP II includes both gender-sensitive goals and targets. At the sector goal level, the plan included key sex-disaggregated targets such as productivity difference between men and women farmers, use of extension services, input use, livestock production, food security, and job creation.

The agriculture objectives of GTP II were as follows:

1. Ensure fast and sustainable growth and bring transformation to the sector and to the economy as a whole;
2. Enhance the participation of women, youth, and other actors, and ensure that they benefit to the level of their contribution; and
3. Build production capacity and contribute to macroeconomic stabilization.

The plan emphasized women's issues starting with the objectives, and the key indicators for measuring the objectives were gender disaggregated. The major shift in gender inclusion in GTP II was the inclusion of married women in access to agricultural services, whereas GTP I targeted only women-headed farm households. The plan called for giving access to agricultural extension to 100 percent of women-headed households and 50 percent of married women in male-headed households. For all other services provided by the agricultural sector, women farmers were intended to make up 30 percent of beneficiaries. For example, provision of improved seeds and fertilizer in GTP II was gender disaggregated. As a result, women farmers' productivity for major food crops was planned to increase from 19 quintals per hectare (Qt/ha) in 2015 to 38 Qt/ha in

2020. Similarly, 30 percent of rural land certifications were allocated to women. This is a bold action taken by the MoA in collaboration with the ATA and the National Planning Commission. However, poor availability of baseline data in the planning year posed a significant challenge to implementation and monitoring and evaluating progress toward these targets.

Although government agricultural programs are improving over time in terms of gender, they are all characterized by the following features:

- They are not able to analyze gender issues using qualitative and quantitative indicators with reliable sex-disaggregated physical and financial data in all possible intervention areas;
- Lack of sex-disaggregated data is mentioned as a key problem, but no interventions are planned to tackle this challenge;
- Rural poverty reduction as a whole is considered an approach to addressing gender issues;
- The importance of budgeting as a policy tool to addressing gender inequalities is not given due attention; and
- Public bodies are not accountable for poor planning, weak performance results, and reporting of false data, and they are not incentivized for better performance.

## GOVERNMENT FISCAL POLICY

The objective of fiscal policy in Ethiopia is to promote sustainable, fast, and inclusive economic development in addition to promoting macroeconomic stability. Fiscal policy has an imperative to streamline the allocation and distribution of public resources to achieve the country's economic development and stabilization objectives. The principal functions of fiscal policy are realized through policy choices on taxation, spending, and fiscal deficit management. Apparently, the ultimate goal of the government's fiscal policy is to transform Ethiopia into a middle-income country by 2025 through sustainable, rapid, and inclusive growth.

Public expenditure planning, budgeting, funding, accounting, auditing, and reporting have been managed by financial administration laws, regulations, and directives. The government introduced the first financial administration law in 1996. Since then several amendments have been made to incorporate new developments; the most recent amendment is Proclamation No. 970/2016 (Federal Financial Administration Law). A similar process occurs for regulations. For the smooth implementation of the financial administration laws and

regulations, a number of directives have been introduced and implemented. In addition, the Federal Public Procurement and Property law and regulation determine procedures for public procurement by the federal government.

Taking into account the priorities and medium-term development objectives of the government contained in the GTP, more than 60 percent of the overall budget in Ethiopia is devoted to pro-poor sectors, such as education, health, water and sanitation, agriculture and rural development, and road infrastructure. These sectors all play a critical role in enhancing the livelihoods of the poor and promoting social services and growth. The agricultural sector is central to the livelihoods of the majority of the population and a major source for economic growth as well as poverty reduction. Given this significant contribution, it is one of the priority sectors in the annual budget allocation. Agriculture has averaged about 10 percent of the annual budget over the past decade.

It should be noted that pro-poor budgeting differs from GRB: it focuses its analysis on households as single units, whereas GRB aims to examine gender roles and power structures within households and their impact on time use, access to resources, and decision-making. Both approaches should be followed simultaneously so they can inform or complement each other.

Annual government reports such as those on GTP, fiscal policy, and development frequently note that fiscal policy has contributed to the country's economic growth and poverty reduction objectives, but its contribution to addressing gender inequality is not mentioned. Addressing rural and urban poverty has been frequently reported as a substitute for addressing gender inequality. However, poverty reduction that does not involve initially assessing, planning, budgeting, implementing, and reporting on the poverty gap between gender groups means that this achievement may fail to address inequality gaps or do little to benefit women.

To ensure that the real gender disparity of poverty is addressed, pro-poor allocations need to be planned and budgeted according to the principles of gender-responsive budgeting. Fiscal and public finance policy has a role to play in linking the government's gender policy commitments to the budget by planning and budgeting with regard to gender inequality issues, based on the needs, interests, and priorities of various groups. According to the 2019 Public Expenditure and Financial Accountability (PEFA) report on Ethiopia, there is no published fiscal strategy that includes quantitative fiscal goals and qualitative objectives for gender equality and women's empowerment, although there are indicators and targets on gender elements in sector plans including agriculture sector (World Bank, 2019). Given the lack of a published fiscal strategy, it remains unclear how the government allocates resources to implement policies aimed at changing existing gender inequalities and patterns of gender relations.

The Ethiopian government has ratified several international conventions on GRB implementation. The Beijing Platform for Action states, “a gender perspective is integrated in the budgetary decisions on policies and programs, as well as adequate financing of programs aimed at achieving equality between women and men.” (UN, 1995, 192). The Addis Ababa Action Agenda on Financing for Development and Agenda 2030 for Sustainable Development (UN, 2015) contain indicator 5c.1—the proportion of nations with systems to track and make public allocations for gender equity and women’s empowerment. However, these commitments have not been well translated into the government’s plans, and their implementation status and achievement have not been reported. Although there are reports on progress toward gender parity in education, more remains to be done to narrow the gender gap in agriculture.

In terms of gender-responsive budgeting, therefore, the government’s fiscal and public finance policies, including its Medium-Term Expenditure Framework (MTEF), are not gender-aware policies. Government fiscal and public finance objectives should focus on translating the government’s policy commitments and poverty reduction outcomes, indicators, and targets into sectoral and regional plans and budgeting with an eye to addressing inequality.

## AGRICULTURAL BUDGET AND EXPENDITURE ANALYSIS

### **The Budgeting Process in Ethiopia**

In Ethiopia, the federal government and regional governments use different approaches to program their budgets. The federal government has adopted a program budgeting approach, which emphasizes thematic elements in budgeting. In contrast, regional governments still make use of traditional line-item budgeting, which emphasizes building up cost from individual cost elements, such as wages and goods and services, and does not lend itself as well to thematic elements in budgeting. The federal government’s program budgeting approach lends itself better to tracking spending on gender equality and analyzing gender equality programs because programming is done in terms of government activities, which can be set to correspond to specific activities that have a gender-related goal. The line-item approach can only approximate this activity reporting because programming is done at the institutional level before being disaggregated into the line item.

Despite having adopted program budgeting as a budgeting tool, the federal government continues to use traditional line-item accounting for financial accounting purposes. Consequently, both the federal and the regional governments make use of a system they term “IBEX” for financial accounting,

which draws upon a common chart of accounts for line items corresponding to compensation, goods and services, and so on.

A good budget would make it clear which outputs have been planned, which of those outputs address specific gender-responsive issues of relevance, and whether such outputs have been appropriately resourced to achieve the corresponding program policy objectives. Program-based/output-based budgets are designed to do this. However, the important issue is not adopting a specific kind of performance budgeting but rather ensuring that an effective policy-driven public financial management system is in place. For this to be the case, some identification, costing, and planning of relevant outputs are prerequisites.

Ethiopia has a federal system made up of nine regional states and two city administrations, all of which are considered autonomous and have separate plans and budgets. The federal government gives subsidies to the regions according to a determined formula, and regions use their own revenue as well as transfers from the MoF for their expenditure obligations. The MoF also transfers a share of the budget to *woredas* and districts for service provision, including agricultural extension services (FAO, 2014).

The budgetary process in Ethiopia involves first the planning cycle and then the budget cycle (FAO, 2014). In the planning cycle, the plan for each sector is developed and the resource requirements and sources of finance are worked out. Then, during the budget cycle, the agency-level budget is worked out based on this plan. First, the MoF prepares the budget ceilings for every federal public body (line ministries such as education and health and other government agencies) that receives its budget from the government treasury, along with their respective guidelines. The regional governments are treated separately and are provided, later in the process, with a subsidy.<sup>2</sup> The amount of the subsidy for each region is determined by a formula that takes into account its expenditure needs and potential revenue, and the MoF notifies regional governments of the annual subsidy budget. The regions decide how to spend the resources available to them.

After the budget ceilings are prepared, the MoF issues budget calls for the relevant federal public bodies to submit their budget requirements. The budget calls mainly contain the budget ceilings and types of financing. Following the calls, the federal public bodies submit their budget requests (based on their planned outputs) to the MoF no later than March 22. Upon receiving all the budget requests, the MoF verifies and evaluates them against the government's policies and priorities. The MoF then prepares a draft recommended budget based on the requests made. If the need arises, a budget hearing may be held between the MoF and the federal public bodies to clarify any issues. Upon

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<sup>2</sup> The regional Bureaus of Finance and Economic Development follow same procedures at the regional level.

agreement (between MoF and the public bodies), the MoF finalizes the draft budget and submits it to the Council of Ministers for approval. The Council of Ministers, after evaluating the draft budget, may submit it to the House of People's Representatives for final approval. This usually has a deadline of July 7. In the process of budgeting, citizens participate in two ways: indirectly through their representatives in the parliament and directly during annual budget approval by Parliament, when citizens are invited to send their opinions before the approval meeting is conducted. NGOs, international development partners, and financiers influence the budget process particularly with regard to the Promoting Basic Services (PBS) program and capital (project) budgeting. Citizens' voices are heard during the budget preparation process at the rural community level through community-based organizations.

In the budget call, budget hearing, and approval processes, gender-responsive budgeting is not required. At the federal level, budgetary institutions are required to disaggregate output (result) plans by sex, but only for budgeting and final reporting. The budgetary institutions are not continuously monitored on the progress of gender-related results.

Once the budget is approved by Parliament, the MoF shares the approved budgets with the public bodies involved and requests their action plans (details of activities based on the approved budget). The action plans are expected to include both financial and activity plans for the budget year. In the final stage of implementation, the public bodies are expected to submit a three-month rolling performance report, comparing implementation with plans, to the MoF before the MoF Government Accounts Department instructs the treasury to feed the accounts of the public bodies for the next quarter. The process is similar each quarter, ending with an annual report.

Projects implemented by federal agriculture-related public bodies have followed a community demand-driven (CDD) approach in planning, implementation, monitoring, and evaluation of project activities and results. These processes have involved different grassroots community-based organizations, which are important enablers of successful implementation of GRB.

Budget decentralization helps include citizens in both preparing budgets and monitoring results. The advantage of local participatory prioritization and planning is that women and men can identify their basic day-to-day needs and provide concrete solutions for improvement. Additionally, local officials may be more aware of the situation of communities. Changing the budgeting process from a centralized to a decentralized process that is more locally engaging presents a good opportunity to include GRB, but it must be accompanied by guidelines, continuous awareness creation, and training.

## **Allocation and Utilization of Agricultural Budgets**

The quality of agricultural spending depends mainly on the quality of the budget process and the resulting allocation and utilization of agricultural budgets in general and their application to equality objectives in particular. This section discusses the amount of allocated and utilized budget in the agriculture sector and subsectors and the implications of the budget for addressing gender issues in the sector.

From a gender perspective, the quality of any spending program depends on how the agricultural sector and its thematic areas plan and implement their recurrent (operational) and capital budget according to the requirements of GRB. The gender equality and women's empowerment objectives and their associated activities need to be planned and financed in each thematic area to address the existing productivity gap between women and men smallholder food producers.

The allocation of agricultural investment has been done according to Ethiopia's 2010 Policy and Investment Framework (PIF), which is a 10-year roadmap that identifies priority investment areas and estimates the budget for both government and development partners to operationalize the CAADP Compact. As per the CAADP Compact, the Ethiopian government focuses on the agricultural sector, which is central to the livelihoods of the majority of the population and a major source of economic growth and poverty reduction. Taking into account this significant contribution, Ethiopia reportedly allocated about 10 percent of its annual budget over the last decades to the agricultural sector (MoF, 2018).

Nevertheless, according to two globally accepted indices, the budget allocated to the agricultural sector in Ethiopia is significantly lower than the average in peer countries. Based on a budget of US\$630 million allocated to the agriculture sector in Ethiopian fiscal year (EFY) 2010, investment needs to grow drastically. Considering Ethiopia's 2.3 percent intensity of spending in agriculture and its agricultural per capita expenditure of US\$14, its budget allocation needs to grow by US\$2.14–2.42 billion just to reach its peer countries' average MoA, 2019).

Ethiopia's strategic goal of structural transformation, which would convert the country from an economy dominated by agriculture to one dominated by industry, has reportedly not been achieved as intended. The major factors have been the poor performance of the manufacturing sector and challenges in achieving agricultural commercialization (the transition from producing low-value agricultural products to high-value products). A planned shift of the labor supply from agriculture to industry is lagging. For the sector to leap to the next transformation stage and significantly impact non-agricultural sectors, Ethiopia must focus on specific and critical investment areas that can bring about considerable and catalytic impact.

In light of this context, we analyzed the existing planning and budget allocation process and allocations to the agricultural sector, with special emphasis on gender inequality issues, given that women smallholder food producers are disproportionately disadvantaged.

To analyze agricultural spending amounts and trends, we used expenditure data compiled by the Government Account Directorate of the MoF. Data on the allocated, adjusted, and utilized budget are classified based on COFOG (Classification of Functions of Government), which includes programs and subprograms structured under each public body. The data also include the type of budget (capital, recurrent, or both) and sources of finance. We analyzed the government budget and expenditure data from 2014 to 2018 for 14 federal agriculture and rural development public bodies: three ministries, four authorities, four institutes, two agencies, and one secretariat. Instead of analyzing the allocation and spending by types of organizations, which have been frequently restructured, we analyzed the budget by thematic areas or subsectors, which have been relatively stable over the reviewed period. We regrouped the public bodies into seven thematic areas such as support, crop production, livestock production, natural resource management, disaster risk management, food security and rural jobs, and environmental protection. Our basis for regrouping is the public bodies' affiliation with ministries and state ministries.

The MoF budget and expenditure data used for our analysis are classified as approved, adjusted, and utilized budgets and show the variance between the utilized budget and the adjusted budget. In the MoF document, the adjusted budget, which is different from the approved budget owing to adjustments made during the year, is considered the planned budget. We followed a similar approach. We took the adjusted amount as planned (noting its huge variability from the approved budget due to frequent adjustments during the reviewed period) and compared it with the utilized budget.

For our purpose, we categorized the approved, adjusted, and utilized budgets of the federal agricultural bodies according to financing source. The capital projects were financed through the capital budget sourced from the government treasury, foreign assistance, and loans. Recurrent activities were financed through the recurrent budget sourced from the government treasury and internal revenue. We also summarized the budgets and expenditures by type—capital, recurrent, and total.

The federal agricultural public bodies undertake a number of strategic interventions and output deliveries helpful for men and women smallholder producers. They play a leading role in procuring inputs such as fertilizers, agrochemicals, and farm machinery; producing and importing inputs for livestock production; and producing improved seeds and organic fertilizer, which are directly consumed by smallholder food producers. They are engaged in



agricultural research and deliver research outputs through extension. They help develop cooperatives, certify land use rights, and develop small-scale irrigation through government-sponsored recurrent capital.

Those public bodies, however, do not undertake interventions and outputs aligned with gender equality objectives based on the particular needs, interests, and priorities of men and women. They plan and implement interventions with sex-disaggregated indicators without following gender budgeting principles. Owing to a lack of awareness and skills, they wrongly perceive this practice as sufficient for addressing gender issues.

Moreover, the agricultural extension service has not been friendly to women. There is an imbalance between the number of female extension agents and the number of female smallholder food producers (married and unmarried). There is also a lack of gender-related subjects such as GRB in the curriculum of agriculture technical and vocational education and training (ATVET).

Although not planned and implemented by the standards of GRB, the recurrent and capital budgets of the federal agricultural public bodies did contribute to meeting several gender targets during the GTP II medium-term period (2014–2016):

- Extension services were provided to 16.4 million male and female farmers, pastoralists, and agropastoralists; of these, 4.7 million beneficiaries were female (in both male-headed and female-headed households);
- Agricultural technologies released from research institutions benefited 50,977 smallholders, of which 26 percent were women;
- Watershed development involved 26 million beneficiaries, of which 12 million were women; and
- Second-level land use certificates were provided to 1.8 million people, of which 381,000 were women.

The research team reviewed the annual and mid-term review reports prepared by the MoA and the Planning and Development Commission (PDC) and found no reporting on the use of sex-disaggregated indicators for input access, even though this was planned. Similarly, the performance of the core gender indicator on the crop productivity gap between women and men smallholders—expressed as the average crop yield (quintal/ha) obtained by women smallholders—was also not reported. Weak participatory planning, failure to identify need-based activities and costing (budgeting), failure to assign responsibility for data collection, and a weak accountability system were the major causes of these challenges.

An assessment of gender capacity needs among research and development partners in Ethiopia found that skills in gender analysis, strategic planning, knowledge management, and gender-responsive monitoring and evaluation (M&E) are insufficiently developed.

In the utilized budget, the share of support (that is, administrative) expenditures out of the total recurrent budget has continuously trended upward because of frequent restructuring and the creation of new organizations that have required new administrative structures. This situation has reduced the share of the recurrent budget that could be used for productive purpose. Frequent restructuring at the federal level and the presence of different structures between federal and regional states in some subsectors have made it difficult to aggregate data on performance, spending, and service delivery across similar thematic areas in the agricultural sector.

Similarly, weak links between the federal agriculture public bodies and the regional agriculture bureaus hamper joint planning for a medium-term plan like the GTP. There are no coordinated monitoring, reporting, and information exchange systems. Although such systems are not critical for development projects, they are crucial enabling factors for successful implementation of GRB in medium-term and annual plans. Currently, about 11 GTP II agriculture documents are not aligned with the federal GTP II plan because of a failure to work jointly toward harmonized national agricultural sector goals and objectives. The Federal PDC, in its 2019 National Monitoring and Evaluation Guideline,<sup>3</sup> noted that these issues have been challenging for all government sectors. It suggested solutions for overcoming the misalignment in planning and the weak data exchange among federal and regional government sector offices. We suggest that the PDC initiative is important to efficiently and effectively deliver harmonized services to communities based on common national and specific regional issues, including gender inequality issues, that need to be aligned with common national gender equality objectives.

Communication of irrelevant information and exchange of inaccurate data have stifled the reporting and decision-making processes of higher-level officials. This problem has been due mainly to the lack of a single unified national M&E system. The only credible mandated data collection system available is the CSA data collection on area, production, and productivity of crops and livestock. This data collection system lacks consistency with the indicators found in medium-term plans like the GTP on the productivity of female-headed households.

Moreover, with regard to strategic allocation of resources, the PEFA Ethiopia assessment reported that lack of timely and reliable information on transfers to regional governments significantly delayed the release of cash to regional

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<sup>3</sup> The guideline is only available in Amharic.

governments, thereby affecting primary service delivery. Delays in the release of cash for payment of expenditure contributed to inefficient service delivery even though primary service delivery is not the remit of the federal government. Resource allocation according to the originally planned government policy was affected by the poor performance in expenditure composition outturn and the numerous in-year budget reallocations. Dissemination of information on resource allocations to sectors is also inadequate, limiting transparency and accountability (World Bank, 2019).

According to the Ethiopian government’s program-based budgeting system, implemented by all federal public bodies since 2012, the federal agriculture sector public bodies under review were classified into 54 programs and 143 subprograms to produce distinct goods, services, and infrastructures by combining 28 capital projects and many recurrent activities. The government finances these programs and subprograms through the Medium-Term Expenditure Framework, which is a budget-planning tool. The national budget uses the medium-term expenditure framework to make budget ceiling projections for three years, including the active-year budget request to be made by each budgetary institution. The programs in general are financed through two main sources of funding—domestic resources and government cost sharing with development partners. These sources are further disaggregated by type of source depending on the type of budget. Table 1 shows the allocated, adjusted, and utilized budget amounts for the above-mentioned public bodies to run their programs, subprograms, activities, and projects during the 2014-2018 period.

**Table 1 Government Budget Allocation Trend to Agriculture Public Bodies from 2014 to 2018**

Description	2014	2018	Percent increase from 2014 to 2018	Average annual increment in percent from 2014 to 2018
Allocated Budget	6.12	12.65	105	20.93
Adjusted Budget	6.79	25.95	283	56.54
Utilized Budget	10.97	18.92	78	15.60

Source: Ministry of Finance and Economic Development, Government Account Directorate, Annual Reports (2014–2018).

Because there are no available sex-disaggregated data by types of gender issues in each thematic area of the agricultural sector, which is critical for adequately costing or estimating the budget, we can conclude that the budget ceilings allocated through the Medium-Term Expenditure Framework (METEF) does not consider existing gender inequality issues in the agriculture sector. This challenge limits the role of METEF in linking gender equality policies with the budget and reduces its allocative efficiency.

Table 2 shows the breakdown of the federal agriculture budget between recurrent and capital spending between 2014 and 2018. Figure 1 breaks the budget categorization down further by subsector for this same period. Our summarized spending data by budget type shows that although there are annual decreasing and increasing trends because of additional funds allocated to the recurrent budget for emergency purposes and the effects of the elasticity of capital on the recurrent budget, the capital budget maintained a robust share over the reviewed period. If the budget is properly planned and utilized according to the needs of grassroots institutions and communities, the policy direction would positively impact smallholder food producers, including women.

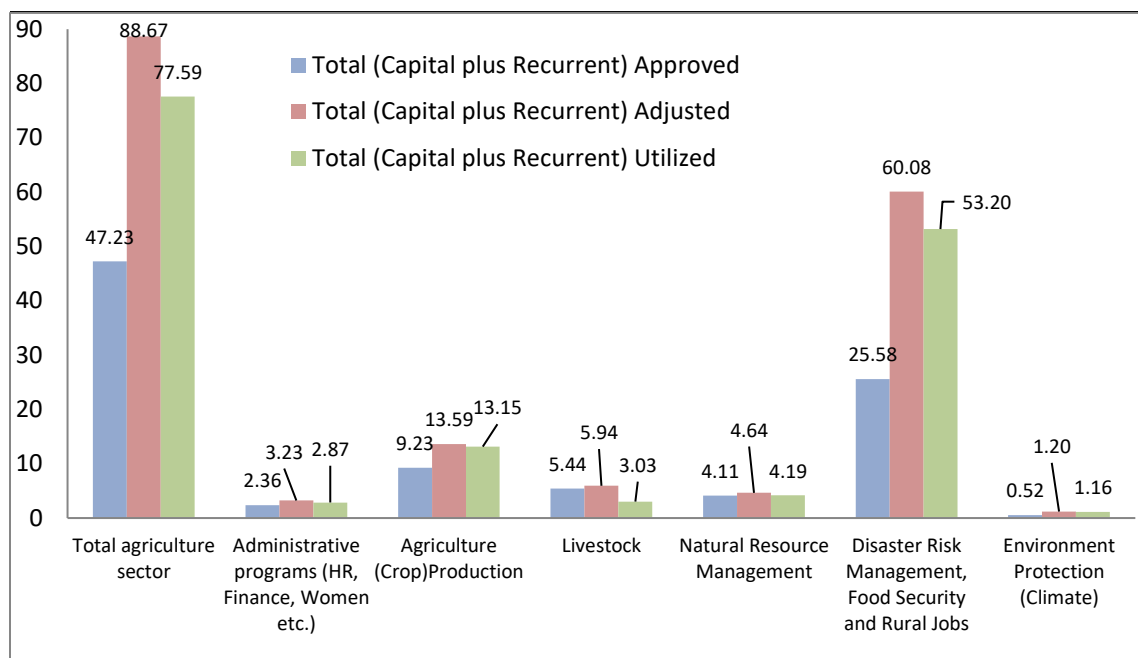
**Table 2 Share of Recurrent and Capital Expenditures in the Federal Agriculture Budget, 2014-2018**

Type of budget	2014	2015	2016	2017	2018	Total/average
Total utilized budget (billion birr)	10.97	11.47	15.15	21.08	18.92	77.59
Utilized recurrent budget (billion birr)	1.13	1.50	3.22	2.28	2.85	10.98
Share of recurrent budget (%)	10.30	13.08	21.25	10.82	15.06	14.15
Utilized capital budget (billion birr)	9.84	9.97	11.93	18.80	16.07	66.61
Share of capital budget (%)	89.70	86.92	78.75	89.18	84.94	85.85

Source: Ministry of Finance and Economic Development, Government Account Directorate, Annual Reports (2014–2018).

It is important to note that the lion's share of the capital budget, which includes project budgets, coordinated by federal public bodies is channeled to grassroots public bodies, implementing partners, and local communities. Thus, reorientation of funds toward the capital budget benefits local institutions and communities. However, this policy direction needs to be supported by constant awareness and capacity-building work with regard to planning, budgeting, and implementing need- and priority-based activities and monitoring and evaluating results.

**Figure 1 Approved, adjusted, and utilized budget, by subsector, 2014–2018 (billion birr)**



Source: Ministry of Finance and Economic Development, Government Account Directorate, Annual Reports (2014–2018).

According to the MoFED's *Program Budgeting Manual*, although planning and budget processes should be thorough and attempt to anticipate needs of the next year, not all future circumstances can be foreseen. When the situation demands, the approved budget can be legally adjusted in two ways :

1. Budget transfer: Budgeted funds can be moved between public bodies, budget institutions, projects, or items of expenditure without changing the total approved budget.
2. Budget supplement: The total approved budget can be increased with the approval of the House of Peoples' Representatives on the recommendation of the House of Ministers.

Although unforeseen circumstances occur during the planning and budgeting period, poor planning and budgeting contribute to frequent budget adjustments.

Each program and subprogram has its own objectives, which are evaluated as outcomes at the end of the third year or the end of the program budget cycle. Those outcomes are achieved as a result of annual outputs planned under each subprogram. The subprograms all represent directorates accountable to program heads, which are in some cases led by state ministers.

### ***Recurrent Budget***

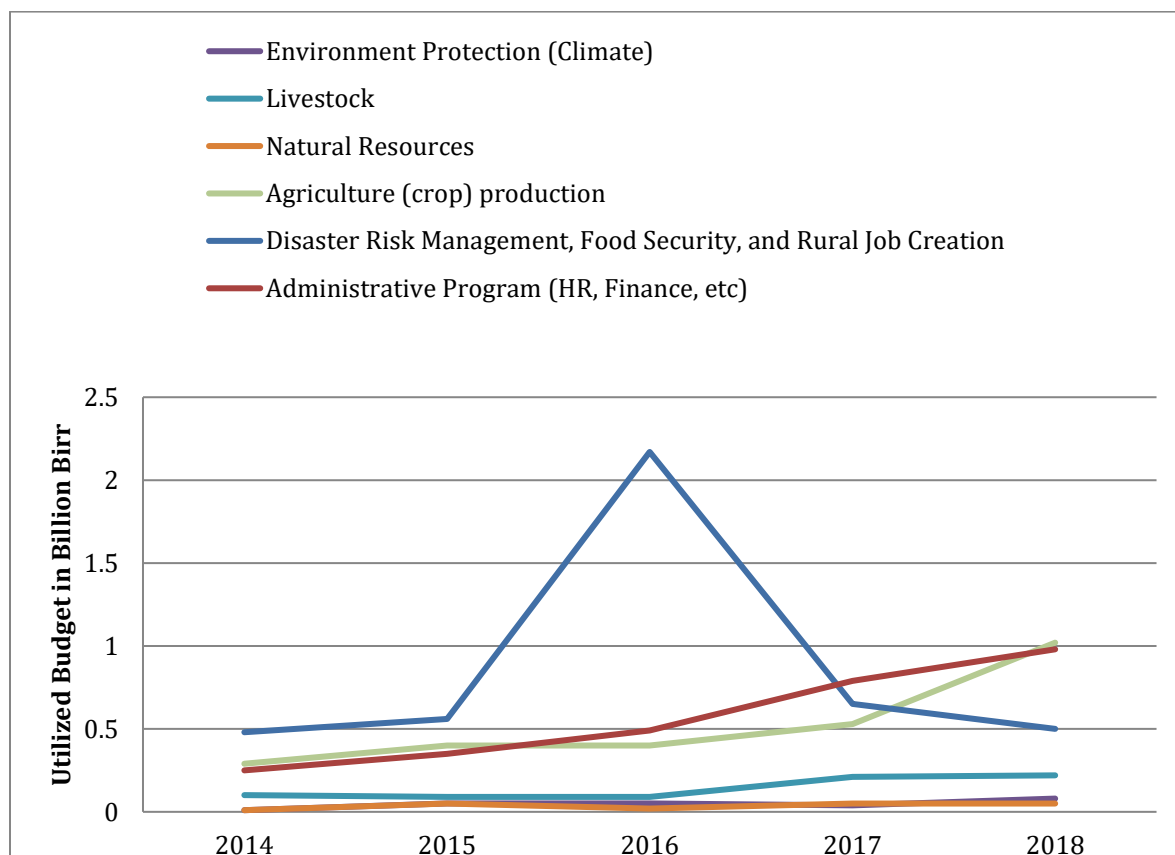
The recurrent budget is intended for activities that are regular in nature. The products and services resulting from those activities are not primary services and not used by communities directly. According to the powers and duties given by law to federal agriculture bodies, most of their services are intended to support the regional bureaus under their jurisdiction, and this support eventually contributes to the achievement of sectoral goals and objectives. A few public bodies, however, deliver services and outputs directly to end users, including private investors.

The research team subdivided the recurrent budget into the budget intended for support (management and administration) and the regular budget intended for productive purposes and distributed among programs and subprograms.

According to evidence collected by the research team from MoA budget documents, major activities financed by the recurrent budget are not gender responsive. This finding is based on our examination of how those activities are cascaded from or aligned with the broad gender equality objectives of each subprogram and its planned output, which need to be designed based on gender situation analysis backed by sex-disaggregated data.

The other determinant of the quality of spending in the agriculture sector is the proportion of the budget that goes to support services in comparison with core functions. The budget is said to be productive if a greater share is allocated to core functions than to support services. According to the program budgeting system, each budgetary institution is required to have one management and administrative program under which different supporting departments are organized. For analytical purposes, we summed up the management and administrative program recurrent cost annually and at the sectoral level for the prevailing public bodies each year (Figure 2 and Table 3). The share of the agriculture recurrent budget utilized for the support program in 2014 was 21.8 percent (247.3 million birr) whereas the share of productive (technical) programs was 78.2 percent (885.6 million birr). By 2018 the share of the support program had risen to 34.3 percent (975.1 million birr), and the share of the productive program had fallen to 65.8 percent (1,872 million birr). This shift was due to an increasing number of new public bodies established over the reviewed period, among other factors. The 2016 surge in recurrent capital was due to additional budgetary resources allocated to mitigate the effects of drought caused by El Niño.

**Figure 2 Recurrent Budget Utilized by Federal Agriculture Public Bodies, Disaggregated by Support and Productive Programs, 2014–2018**



Source: Ministry of Finance and Economic Development, Government Account Directorate, Annual Reports (2014–2018).

**Table 3 Utilization of Annual Recurrent Budget by Federal Agriculture Sectors (2014 - 2018) (billion Birr)**

No	Sectors	Budget Years					Total Utilized Recurrent Budget Over 5 years (billion Birr)	Share of Recurrent Budget Utilized from Total Recurrent Budget for Productive Sectors (%)
		2014	2015	2016	2017	2018		
1	Agriculture (crop) production	0.29	0.4	0.4	0.53	1.02	2.64	32.51
2	Natural Resources	0.01	0.05	0.02	0.05	0.05	0.18	2.22
3	Disaster Risk Management, Food Security, and Rural Job Creation	0.48	0.56	2.17	0.65	0.5	4.36	53.69

4	Environment Protection (Climate)	0.01	0.05	0.05	0.04	0.08	0.23	2.83
5	Livestock	0.1	0.09	0.09	0.21	0.22	0.71	8.74
	Total Annual Recurrent Budget Utilized for Productive Sectors	0.89	1.15	2.73	1.48	1.87	8.12	100.00
6	Administrative Program (HR, Finance, etc.)	0.25	0.35	0.49	0.79	0.98	2.86	
	Annual Recurrent Budget Utilized (Productive Sectors plus Administrative)	1.14	1.5	3.22	2.27	2.85	10.98	

Source: Ministry of Finance and Economic Development, Government Account Directorate, Annual Reports (2014–2018).

According to the government of Ethiopia’s official recommended MoF budget document,<sup>4</sup> which was presented to the House of Peoples’ Representatives in 2020, studies on the value for money achieved by government expenditures have not been undertaken, despite the recent effort to conduct such a study on health sector expenditures. This document also noted that the health sector study was to be followed by similar studies in the education and road sectors.

We believe that measuring the outcomes and impacts of the agriculture sector is more complex, time consuming, and expensive than measuring those of the pro-poor sectors mentioned. However, given that most Ethiopians earn their livelihoods from agriculture, the persistence of gender disparities in the sector, and the slow rate of transformation within and outside the sector, priority should be given to undertaking a similar study in the agriculture sector.

### **Capital Budget (Projects)**

The budgets of the federal agriculture public bodies, especially the capital budget, finance projects that benefit communities by providing primary services (see Figure 3). Given the opportunities presented by the government’s financial decentralization policy, increased allocation of capital budgets for projects will benefit communities at the grassroots level. Most of the projects at the federal level follow a CDD approach, which is an important participatory tool for identifying the needs, interests, and priorities of different groups in the community. This approach should go hand in hand with capacity-building activities in gender mainstreaming and gender-responsive budgeting at lower administrative levels.

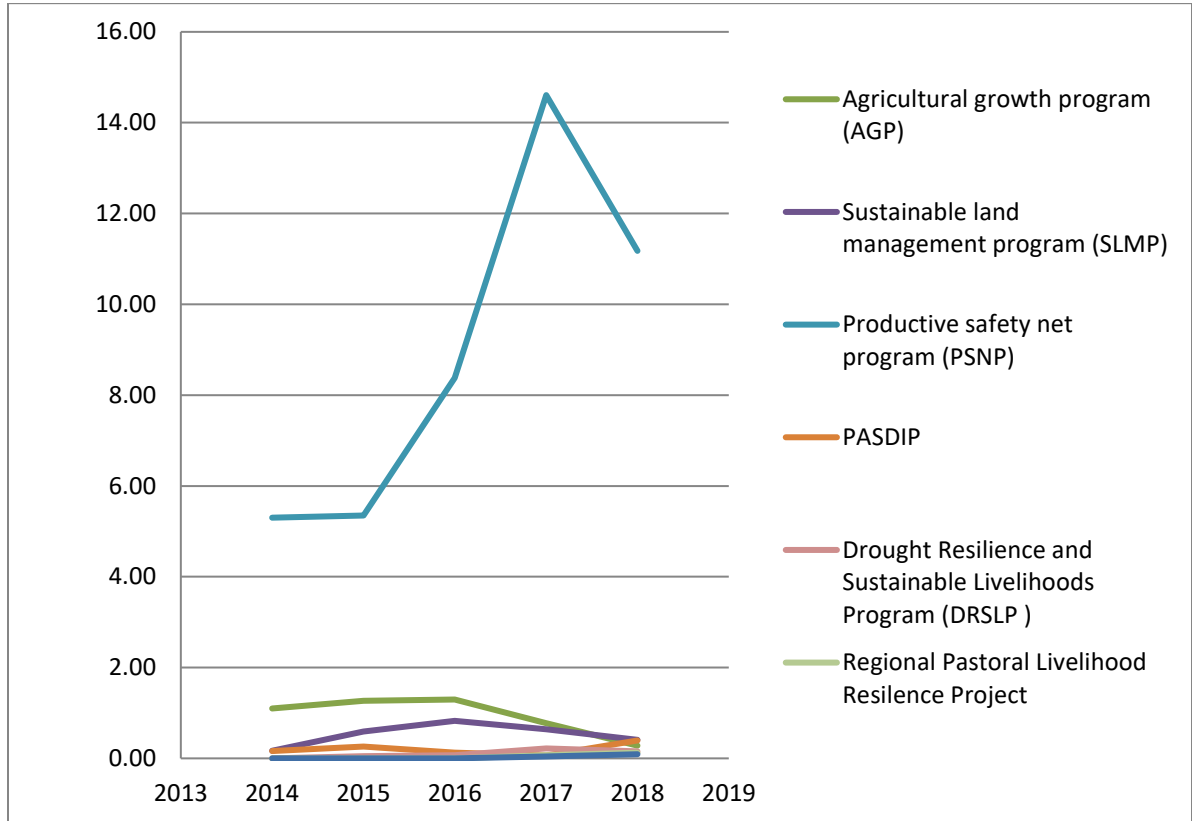
The budgets for the productive components of projects (that is, excluding the administration and management component) are redistributed to different

<sup>4</sup> The document is only available in Amharic: የኢትዮጵያ ፌዴራላዊ ዲሞክራሲያዊ ሪፐብሊክ የ2012 በጀት ዓመት የተደገፈ በጀት ጥራት | በጀት ማጠቃለያ ግንባታ 15/2011



implementing partners, thereby contributing to projects' objectives and creating synergies among institutions.

**Figure 3 Utilized Capital Budget by Major Projects Coordinated by Federal Agriculture Public Bodies, 2014-2018 (Billion Birr)**



Source: Ministry of Finance and Economic Development, Government Account Directorate, Annual Reports (2014 – 2018).

The 28 capital projects active during the five-year period reviewed differed in size and complexity. They ranged from simple office construction projects to flagship projects with large geographical and beneficiary coverage, huge capital outlays, and intersectoral components or involvement of many stakeholders. For our analysis we focused on flagship projects with many beneficiaries, large investments, and representative area coverage. Profiles of the reviewed projects are summarized in Table 4.

**Table 4 Female and Male Beneficiaries at the Community Level Targeted by Major Projects Coordinated by Federal Agriculture Public Bodies**

Project name	Capital (billion birr)	Number of direct beneficiaries			Area coverage	GRB research target area
		Female	Male	Total		
Productive Safety Net Program IV	123.96	4.15 million (50%)	4.15 million (50%)	8.3 million	8 regions, 2 administrative cities, 411 <i>woredas</i> (districts)	Afar Somali
Agriculture Growth II	7.35	640,000 (40%)	960,000 (60%)	1.6 million	7 regions, 1 city administration, 165 <i>woredas</i>	B. Gumuz 2 <i>woredas</i> , 53 <i>kebeles</i> ; Gambella 2 <i>woredas</i> , 35 <i>kebeles</i>
Sustainable Land Management II	2.04	340,088*		473,450 HH for land certificate	6 regions, 135 <i>woredas</i>	B. Gumuz, 6 <i>woredas</i> , and Gambella, 3 <i>woredas</i>
		43,235** (30%)	100,880** (70%)	144,115**		
DRSLP 1	0.88	397,097 (47%)	441,444 (53%)	838,541	2 regional states	Afar 6 <i>woreda</i> and Somali 9 <i>woredas</i>

Source: Ministry of Agriculture and Natural Resources Annual Program Budget Plan (2014)

\*Includes both married women and female-headed households, not separately planned.

\*\*Number of land users (smallholder farmers disaggregated by sex) trained in (1) planning and implementation of techniques of sustainable and climate-smart/resilient land management practices; (2) entrepreneurship and business development and management; and (3) land rights and registration awareness.

All of the development projects in Table 4 have their own gender mainstreaming guidelines for their planning, implementation, monitoring, and evaluation activities. Some have specific gender provisions based on the needs, interests, and priorities of communities. The project design and implementation documents we reviewed revealed that disaggregating beneficiaries by sex in targeting and setting indicators by different intervention areas were perceived as addressing gender issues. We emphasize that addressing gender issues requires more than disaggregation. Addressing gender issues requires first identifying the gender inequality gaps in each intervention area, backed by reliable, sex-disaggregated data. It then requires identifying the root causes that emanate from the social, cultural, and religious factors affecting women and men differently. Finally, it is crucial to set gender equality objectives, identify common and specific activities, and allocate sufficient budgets for those activities, including implementation, monitoring, and evaluation. Such activities are not clearly indicated in these projects. The reviewed projects do plan specific activities based on women's needs and interests, but these are not associated with gender equality objectives.

### *Productive Safety Net Program*

The Productive Safety Net Program (PSNP), which has been implemented since 2005, has been an integral component of rural development and support for vulnerable rural households that suffer from chronic and transitory food insecurity. It covers eight regional states, except Benishangul-Gumuz and Gambella.

As stipulated in the PSNP 4 design document, the project aims to ensure resilience to shocks, enhance livelihoods, and improve food security and nutrition for rural households vulnerable to food insecurity. Its outcome is stated as enhanced participation in improved rural safety net livelihood and nutrition services by food-insecure female- and male-headed households. The objectives are centered on the objectives of the Climate Resilient Green Economy (CRGE) Strategy, disaster and risk management policy, social protection policy, and the National Nutrition Program.

The PSNP is designed to respond to the unique needs, interests, and capabilities of men and women to ensure that they benefit equally from the program. This is done by promoting the participation of both men and women in PSNP decision-making structures and responding to women's responsibility for both productive and reproductive work and the differential access of female-headed households to resources. A strengthened focus on gender equity is one of the eight principles that have guided PSNP implementation to date, but provisions intended to enhance women's equal participation and increase their benefits have been not been fully realized.

Nonetheless, the PSNP systematically addresses gender-related concerns, particularly in the areas of nutrition, household asset management, and community cohesion, in order to make meaningful strides toward sustainable and gender-equitable development outcomes. It has several major gender provisions. It exempts pregnant women and lactating mothers from participating in public works but continues to provide them with access to the social services component. From the moment the pregnancy is identified by a health agent until the child is one year old, these mothers are designated temporary direct support clients and requested to comply with certain co-responsibilities to improve the health and nutrition of themselves and their child. In addition, if a child under five years old is identified as moderately or severely malnourished by a health worker (maybe in the course of routine growth monitoring or as a result of targeted supplementary feeding screening) and requires treatment, the child's primary caregiver (usually the mother) is transitioned to temporary direct support during the treatment period. The PSNP gender provision for accessing service is based on proximity—that is, conducting public works to the extent possible in the immediate localities of the people in need. Similarly, the co-responsibilities to which temporary direct support beneficiaries agree should be based on what services are locally available. The other important gender provision in this

program is that it allows women's late arrival to and early departure from the workplace, given their overall workload.

### *Agricultural Growth Program*

The Agricultural Growth Program (AGP) I operates at the *kebele* level (the lowest administrative unit) in 96 *woredas* of the four national regional states of Amhara, Oromia, SNNPR, and Tigray. It provides support for improved public agricultural service provision, technology transfer, improved market access and marketing, infrastructure (irrigation systems, feeder roads, and market centers), and capacity building. The project further explicitly aims to increase the participation of women and youth in the sector.

AGP II aims to build on AGP I, to scale up the geographical extent, consolidate the investments, and meet the emerging challenges of the sector. AGP II includes the following analysis of the gender situation:

Future agricultural growth needs to be sensitive to gender. On average, female farm managers in Ethiopia produce 23 percent less (in terms of gross value of output) per ha than their male counterparts. Differences in both the levels of productive factors used and the returns that these factors generate drive this gender gap. Future inclusive agricultural growth should consider: (i) the promotion of labor-saving technologies for women; (ii) the provision of relevant information to female farmers, customized to the needs of female farmers; and (iii) the easing of the time burden of household responsibilities, by providing services to reduce the time that female farmers need to perform household duties to enable them to devote more time to productive farm activities. Recent research demonstrates the potential of women to contribute to agricultural growth and improve outcomes, including improved nutrition (MoA, 2015, 12-13).

The target number of direct project beneficiaries for AGP II is 1.6 million. These consist of farmers hosting on-farm demonstrations; farmers in common interest groups and primary cooperatives supported by the project; farmers benefiting from small-scale irrigation and HHI, including those in irrigation water user associations; and farmers in farmer research extension groups. In addition, the project is designed to reach a significant number of indirect beneficiaries, including household members and farmers benefiting from improved access to and quality of public agricultural services (including agricultural extension and animal health services), farmers adopting new technologies as a result of the project, and farmers benefiting from improved input and output markets. The project also specifically targets women farmers with tailor-made innovations, activities, and technical assistance. The target proportion of female direct beneficiaries (both female heads of household and married females) is 40

percent. The indicators for measuring the results of AGP II based on its objectives are gender sensitive:

1. Percentage increase in yield for selected crops in targeted households (disaggregated by total households and female-headed households);
2. Percentage increase in yield for selected animal products in targeted households (disaggregated by total households and female-headed households);
3. Proportion of the harvest sold by targeted households for selected crops (disaggregated by total households and female-headed households);
4. Proportion of animal production sold by targeted beneficiaries for selected products (disaggregated by total households, female-headed households, and married females); and
5. Number of direct project beneficiaries.

The annual operational planning process of AGP II has followed a two-pronged approach: (1) a demand-driven approach based on the approach adopted for AGP I in which communities assume primary responsibility for identifying and executing the program's community-based investment, and (2) a strategic-based approach in which investments are pre-identified through *kebele*, *woreda*, and regional development plans or through specific feasibility studies, and implemented in close collaboration with the community after consultation. At the *woreda* and *kebele* levels, the implementation of the program has been undertaken jointly by Woreda Offices of Agriculture WOA through Woreda Development Committees, Kebele Development Committees, and communities.

### *Sustainable Land Management Program 2*

The Sustainable Land Management Program 2 (SLMP-2) was the second in a series of planned sustainable land management operations in Ethiopia and followed from SLMP-1, implemented from 2008 to 2013. The project's objectives were "to reduce land degradation and improve land productivity in selected watersheds in targeted regions in Ethiopia" (World Bank, 2020, 2). These objectives were to be achieved through capital investments, technical assistance, and capacity building provided to smallholder farmers in the watersheds and to government institutions at national and subnational levels.

The design and preparation of SLMP-2 benefited from lessons drawn from the implementation of SLMP-1 and other similar initiatives. One lesson incorporated into the design of SLMP-2 was a demand-driven, bottom-up approach, which enabled the inclusion gender issues adopted under SLMP-1. In this development approach, communities steer affairs, help determine priorities, and are actively involved in project identification, planning, development, and implementation. It

helped generate local ownership and is greatly valued by both beneficiary communities and local authorities. The other important lesson incorporated into SLMP-2 was the need to involve technical staff with gender-related skills to ensure adequate representation of women in local implementation structures and leadership positions. This approach helped effectively implement the gender mainstreaming strategy developed by SLMP-1.

SLMP-2 had several major achievements with regard to gender issues. It conducted a comprehensive gender analysis of the project and prepared appropriate gender mainstreaming guidelines, including on how to implement gender awareness training and capacity-building activities at different levels. Other major outputs included the following:

- 360,205 households received second-level landholding certificates, of which 70 percent were women (female heads or joint tenants);
- 9,661 landless youth were issued second-level certificates or other legal documentation to use communal landholdings in exchange for restoring land (of which 33 percent were women);
- 301,354 beneficiaries participated in income-generating activities supported by the program (of which 41 percent were women);
- 10,836 households (20 percent female) benefited from beekeeping and produced 209.7 tons of honey and 11.9 tons of wax;
- 63,830 households benefited from improved livestock production; and
- 63,128 families received improved fuel-saving cook stoves, reducing women's workload as well as indoor air pollution.

#### *Drought Resilience and Sustainable Livelihood Project 1*

The Drought Resilience and Sustainable Livelihood Project 1 (DRSLP I)—Ethiopia Component is part of a 15- to 20-year multiphase regional program in the greater Horn of Africa. The project covers six *woredas* in Afar and nine in Somali. The medium- and long-term objective is to improve the livelihoods and resilience of those in pastoral production systems and communities, in view of recurrent climatic crises. This objective will be attained through (1) improved water availability and accessibility for agropastoral communities in the region; (2) improved rangeland management; (3) improved access to markets and trade; (4) improved livelihoods of the target population, including women and youth; and (5) enhanced human and institutional capacity.

The project in its implementation manual (MoA, 2016) described the gender situation of pastoral women as follows:

Pastoral and agro-pastoral women in Ethiopia are doubly marginalized; by virtue of their gender and through their migratory lifestyle making access to services difficult. Gender disaggregated information on roles and access to assets and productive inputs by men and women remains scant making analysis and targeting difficult. However, consultations and research indicate that pastoral women face considerable barriers in accessing land and credit and are often excluded from vital information for market and value chains. They also experience various harmful traditional practices due to their low decision-making status and lack of awareness. (Drought Resilience and Sustainable Livelihood Program Implementation Manual, 2016)

This project aims to mainstream gender in all components as well as address specific issues through targeted activities. A considerable part of women's daily work is taken up by collecting and transporting water for household, agricultural, and livestock use, so the project's first subcomponent on water resource development seeks to improve the quantity of rural water infrastructure. This will reduce travel time for women and children (the primary users) and allow them to engage in more productive activities.

This project involves women in identifying and disseminating best practices in land rehabilitation through gender-sensitive consultations, training, and participation. Women participate at all levels in establishing fodder and seed banks and nurseries and rehabilitating rangeland. Recognizing the detrimental environmental effects of firewood collection, the project promotes energy-efficient technologies to women as primary users. Women's access to markets is improving through provision of gender-sensitive market information and infrastructure (such as storage and training space) and feeder roads that account for women's needs. Women are heavily involved in animal production and husbandry, so the project ensures that women can access a strengthened system of community animal health workers and animal husbandry training. Trainings by extension personnel on food and fodder production took into account gender roles and equality in content and delivery.

## PLANNING AND BUDGETING TOOLS AND GUIDELINES

The presence of aligned and consistent tools in the planning and budgeting process is important for the successful implementation of GRB. One vital tool for this purpose is the GRB guideline, developed and used since 2012 (MoFED, 2012). However, this guideline suffers from some serious weaknesses with regard to gender and other issues.

The guideline details how to incorporate gender issues into all stages of the budget cycle (except in the Macroeconomic Fiscal Framework, or MEFF). As indicated in the GRB guideline (MoFED, 2012), GRB is developed based on the 2010 *Program Budgeting Manual* (MoFED, 2010b). The GRB guideline, however, does not offer guidance or checklists on how to incorporate gender issues during appraisal of public investments or development projects. The guideline restricts itself to the program budgeting system and does not indicate how to customize the guideline in regional states that use line-item budgeting. It also does not indicate how to disaggregate the planned budget by sex in the existing program budget format. It does not promote a clear presentation of the resources allocated to achieve global and national commitments on gender equity and women's empowerment in the annual sector plans, which makes it impossible to monitor achievement of those commitments. Since the introduction of the guideline, there have been no reports on its efficiency with no regular feedback on whether public bodies are properly implementing the guideline.

Furthermore, during the budget preparation process, it is inconvenient for users to refer two separate documents – the *Program Budgeting Manual* (MoFED, 2010b) and the *GRB Guideline* (MoFED, 2012) – to prepare one gender-responsive program budget document. Instead of requiring the use of two separate guidelines during budgeting, it would be better to have one gender-responsive program budgeting manual for public bodies' reference.

What is needed to make the planning and budgeting process gender responsive is a gender budget tracking tool, which can serve as a key instrument of accountability in the budget process. The budget process should require each public body to submit a gender budget statement, accompanied by a gender budget tracking tool showing how the public body plans to address its respective gender inequality issues with the public finance allocated to it. This tool is already in use in the Ministry of Agriculture and the Federal Urban Food Security and Rural Job Creation Agency. There is a need for strict follow-up to assess the success of its implementation so that it can be scaled up to other sectors. After this tool is piloted, legal and regulatory frameworks should be amended to require submission of the tool during budget requests, action plan preparation, monitoring, evaluation, and reporting as a way of tracking the progress and achievements of gender equality objectives.



# CONCLUSION AND RECOMMENDATIONS

## CONCLUSION AND SUMMARY

The typical gender division of labor in Ethiopia hinders smallholder women's efforts to improve productivity to close the gap with men's farms and to start and grow businesses. The evidence from elsewhere in Africa suggests that where women have access to the same inputs and training as men, they can close the gap in productivity with men (World Bank, 2014).

The government's Growth and Transformation Plan II identifies the agricultural sector as the main driver of rapid and inclusive growth (National Planning Commission, 2016). Most Ethiopians are rural dwellers and farmers, and smallholder agriculture is expected to remain the single most important source of economic growth. The Plan seeks to increase women's participation in agriculture to 50 percent of all participants. Without properly implementing GRB, these objectives cannot be achieved.

Budgets determine how governments raise funds for public spending and then allocate and distribute those public resources. Achieving high-quality agricultural spending demands a conducive policy environment and a policy-based fiscal strategy and budgeting process that promotes the participation and well-being of women and girls as well as men and boys. Quality agricultural spending is also about ensuring that public agricultural expenditures address the interests and needs of smallholder women food producers and that expenditure planning, budgeting, funding, accounting, auditing, and reporting activities are properly and efficiently managed by the financial administration laws, regulations, directives, and guidelines.

With regard to legal and policy frameworks, Ethiopia has ratified a number of international conventions and agreements on women and gender and has been guided by them in developing national laws and policies. Nonetheless, the desired impacts have not yet been realized, and much more work remains to be done.

In addition to the national budgetary process, which is not yet gender responsive, Ethiopia faces other challenges. Low awareness of gender issues, limited technical skill in mainstreaming gender issues and gender-responsive budgeting in development, lack of adequate resources, and poor enforcement mechanisms are the major constraints to GRB in the agriculture sector.

Moreover, sociocultural obstacles constrain the mainstreaming of gender issues and the allocation of resources to addressing those issues in the agriculture sector. A great majority of women do not participate in decision-making or express their needs during meetings because of prevailing sociocultural barriers that elevate the role of males in such forums. For instance, women and youth are usually not invited to meetings and social discussions that concern them, under the assumption that men can convey any relevant messages to them. Because of information distortion, the messages are often not conveyed as desired, so women and youth are unaware of gender-related developments at both the *woreda* and *kebele* levels. Even if this information is thought to be conveyed through male farmers, it is not consistently communicated to all women farmers owing to the perception that women are not farmers and the message is not important to them. Women's low levels of literacy and limited exposure to information and support by development practitioners also contribute to the problem. As a result, women and youth are often unable to exercise their rights during program design and implementation, resulting in methodological biases and gaps in content design.

Despite these challenges, there exists enabling environment on which we can capitalize. The government has a new initiative to prepare a gender road map for the coming 10 years to address gender equity and women's empowerment in Ethiopia. This initiative is a paradigm shift in the approach to gender inequality issues in the country, and it demands the coordinated involvement of all concerned stakeholders. The research team believes the following recommendations on GRB in the agriculture sector will complement and add value to this promising initiative.

## RECOMMENDATIONS AND THE WAY FORWARD

Based on the findings mentioned in the main body of this research, the study team recommends the following to ensure that smallholder women food producers benefit equally from investments in the agriculture sector:

1. **The Ethiopian National Policy on Women and the Rural Policies and Strategies need to be revised and updated.** The situation of women in socially, culturally, and economically constructed gender relations is expected to change over time. Moreover, changing global, regional, and local environments also influence gender issues. Given the dynamic nature of gender relations and roles, policies and strategies will need to respond to ever-changing situations.
2. **Public financial management systems should be transparent and provide comprehensive information on how public resources are spent so that then policy makers and planners can use this information to develop better policies and plans to reduce inequalities.** Lack of

transparent and comprehensive information on how public resources are spent has made it challenging to know how gender issues are considered in the budgeting process. If the government has strong gender equality policies, then a good public financial management system will implement these efficiently given the available resources. Several aspects of the government's current fiscal policy—budget decentralization, allocation of more money to pro-poor sectors like agriculture, and allocation of more money to the capital budget—are believed to benefit grassroots communities, including women smallholder food producers. However, addressing gender inequality requires fiscal policy to be transparent and provide comprehensive information on how public resources are spent.

3. **The budget allocation process needs to be transparent in its assessment of the magnitude of gender inequality by sector and region.** The extent of gender inequality by thematic area differs from place to place.
4. **Gender equality policies need to be translated into medium-term plans with sufficient budgets, realistic timetables, clear responsibilities, and well-defined outputs and targets, supported by coordinated monitoring, reporting, and information exchange systems.** These coordination systems are enabling factors for medium-term and annual plans and are crucial for program-level implementation of coordinated regular and project initiatives and for the successful implementation of GRB. In Ethiopia, however, there are only weak links between the federal agriculture public bodies and the regional agriculture bureaus in the joint planning of medium-term plans like the GTP, and there are no coordinated monitoring, reporting, and information exchange systems.
5. **During the budget process, public bodies should be required to submit a gender budget statement that includes a gender budget tracking tool.** The gender budget statement, which is currently given too little attention, is important for successful implementation of GRB and accountability. A gender budget statement that includes a gender budget tracking tool should be developed, and budget laws and manuals should make its submission by public bodies mandatory.
6. **The program budget manual should be broadened to incorporate gender issues in all stages of the planning and budgeting cycle, giving users a single document to refer to.** Currently users face the inconvenience of using both the program budget manual and the GRB guideline to prepare one budget document. The GRB guideline should be revised to suit the needs of different stakeholders and can serve as a guideline for public investment appraisal, private investments, and public enterprises.

7. **Sectors and subsectors need to initiate baseline studies to generate sex-disaggregated data.** Absent or unreliable sex-disaggregated data means that the real magnitude of gender inequality, and consequently the importance of gender elements in the medium-term plans, is unclear. A strong information system should be created to make such data collection sustainable.
8. **The government needs to hasten the rollout of the program budgeting system to subnational public bodies.** Nine years (three cycles) have already passed since the program budgeting system has been fully implemented at the federal level. Although the government has planned to roll out the system to regional states, it has taken a long time. Subnational adoption of this system is crucial to planning, budgeting, and tracking program-based gender issues.
9. **More attention should be given to creating awareness of gender inequality issues among government officials and communities and to training government officials, experts, and development agents in gender issue analysis, mainstreaming, and budgeting.** Cultural attitudes and practices built over centuries are hard to change overnight, but continuous awareness creation for government officials and communities on the importance of addressing gender inequality can help address this situation. In addition, to develop the capacity of officials at all levels, continuous result-based trainings should be delivered based on needs assessments.
10. **Public bodies should be held accountable for their performance, data quality, and reporting.** Currently, there are few mechanisms for holding public bodies accountable for poor performance, unreliable data, and lack of credible reporting. Civil society organizations and the mass media should act as partners in strengthening accountability.
11. **Current educational curriculums in agricultural technical and vocational education and training (ATVET) should be revised to contain GRB as a subject.**
12. **ATVET needs to respond to the on-the-ground demand for female extension agents to service female smallholder farmers and pastoralists.** For social, cultural, and religious reasons, it is more convenient for female smallholders to get advisory services from female extension agents.

**Table 5 Summary of issues, recommendations, and action points by intervention area and implementing partner**

<b>Issues Identified</b>	<b>Recommendations</b>	<b>Responsible Bodies</b>
Outdated policies and strategies	Revise the Rural Development Policy and Strategies and the National Women Policy, formulated in 1994 and 2003 respectively, to reflect international commitments on gender issues and GRB, including lesson learned during implementation of the policies.	PDC, MoF, MoA, MoWYC, and representative regional bureaus
Lack of gender-aware fiscal policy, financial administration law and guidelines	Revise Financial Administration Law for mandatory submission of gender budget statement, and include additional duties for relevant public bodies to make the whole planning and budgeting process gender responsive.	House of People's Representatives, PMO, MoF, MoWYC
Absence of gender budget tracking tool	Complete gender budget statement being piloted in the MoA and the Urban Food Security and Job Creation Agency.	MoF, MoWYCC, MoA, Urban Food Security and Job Creation Agency
Weak M&E system in the agriculture sector	Prepare gender-sensitive agriculture sector M&E system with higher participatory level involving all relevant stakeholders.	Federal and regional agriculture public bodies, MoWYC, PDC, CSOs, and NGOs
Missing and unreliable sex-disaggregated data	Prepare sex-disaggregated data for the agriculture sector and its subsectors.	MoA, CSA, CSOs, MoWYC, Regional Agriculture Bureaus, and PDC
Blended budgeting system	Speed up rolling out of program budgeting system to regional states.	MoF and MoWYC
Poor enforcement of gender and equity mainstreaming, and lack of incentives and penalties for gender mainstreaming and responsive budgeting	Employ strict enforcement systems (directives for reward and penalty). Partner with CSOs and the media in the process of GRB.	House of People's Representatives, PMO, MoF, PDC, and MoWYC
Lack of specific gender-related content, particularly on GRB, in current educational curriculums in ATVET  Lack of attention to developing a cadre of female extension agents	Review curricula to include gender issues and GRB. Focus on enrolling female students to increase the number of women extension agents.	MoE, MoA, and Regional Agriculture Bureaus (for ATVETs)
User-unfriendly guidelines and manual	Revise the existing program budget manual to include gender issues in the whole budgeting process. Revise the GRB guidelines to include how to consider gender issues in other investment frameworks such as public investment/project appraisal, public enterprises, and private investments.	MoF, PDC, and MoWYC

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# ANNEX

## Secondary Data Collection Checklist for Research on Gender Responsive Budgeting

*Oxfam in Ethiopia and DAB–DRT*

Oxfam in Ethiopia has commissioned DAB Development Research and Training PLC (DAB–DRT) to conduct research on gender-responsive budgeting in agriculture sector in Afar, Benishangul Gumuz, Gambella, and Somali Regions. The purpose of this study is to assist Oxfam and its allies to provide evidence on implementation of GRB to enhance awareness on agriculture budget spending and the tracking system and facilitate national and regional dialogues to improve situation of women in agriculture. Therefore, we are here to collect data for this study.

The discussion will take about 30 minutes. All the information we obtain will remain strictly confidential, and your answers will never be shared with anyone other than our project team.

### Identification particulars

Name			Position	Remark
Name of KI:				
Places	Name	Code	Time	Time/date
Region				
Woreda			Date of interview	
Interviewer name			End time (HH:MM)	

**Secondary data on agricultural sector program budgets (2015–2019), *excluding expenditure on projects and funds***

**A. Regular programs budget (ETB)**

Programs	2015		2016		2017		2018		2019		Remark
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
<b>Total agriculture sector</b>											
Administrative programs (HR, finance, etc.)											
Agricultural extension											
Agricultural research											
Crop protection and quality control											
Livestock production											
Livestock health and quality control											
Natural resource management											
Disaster risk management											
Rural land administration											
Food security and job creation											
Cooperative agency/development											

## B. Programs and projects budget in ETB

Programs	Disaggregation	2015		2016		2017		2018		2019		Remark
		Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	
Total agriculture programs/projects budget	Total project budget											
	Women specific/component											
Agricultural Growth Program (AGP)	Total project budget											
	Women specific/component											
Sustainable Land Management Program (SLMP)	Total project budget											
	Women specific/component											
Productive Safety Net Program (PSNP)	Total project budget											
	Women specific/component											
RUFIP	Total project budget											
	Women specific/component											
PASDIP	Total project budget											
	Women specific/component											
Drought Resilience and Sustainable Livelihoods Program (DRSLP I and DRSLPII)	Total project budget											Target regions are Afar, Somali & Gambella, similar to research target regions
	Women specific/component											
Other women-specific projects and programs	Women specific/component											
	Total project budget											
	Women specific/component											

### Outputs and outcomes of the programs and projects

Outputs/outcomes indicators	2016			2017			2018			2019			Remark
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	
Number of Das													
Subject matter specialists (SMSs)													
Number of extension beneficiary farmers													
Number of fertilizer users	DAP												
	Urea												
	Others												
Number of improved seed users													
Number of mechanical technology users													
Number of cooperative members													
Number of credit users													
Number of RuSACCO members													
Number of irrigation users													
Number of AI service users													
Number of safety net users													
Number of household credit package users													

### Total Agricultural Population of the Region/Woreda

Variable	2015	2016	2017	2018	2019	Source of data
Total <i>agricultural</i> households						
Male headed						
Female headed						
Youth headed (if any)						
Total <i>agricultural</i> population						
Male						
Female						

### Human Resources of 2011 E.C

S. N.	Profession/programs	Number of staff			Remarks and notes
		Male	Female	Total	
1	Administrative and support				
2	Extension experts				
3	Natural resource management experts				
4	Agricultural inputs and marketing experts				
5	Plant health and quality control				
6	Livestock development experts				
7	Livestock health and quality control experts				
8	Cooperative development experts				
9	Land use and administration experts				
10	Food security experts				

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