



Women policy makers interact with Oxfam in Tanzania staff after a meeting to discuss agricultural budgets

# BUDGET MONITORING AND LEARNING REVIEW

## Case Study: Engaging Policy Makers in Agricultural Advocacy in Tanzania

**This case study provides a summary of the approaches and tactics used by Oxfam and partners in Tanzania for budget monitoring and advocacy related to the agriculture budget, the key outcomes achieved so far and lessons learned. It is part of a broader learning review of budget monitoring and advocacy work conducted by Oxfam and allies in the areas of ODA, South - South Cooperation and Agriculture.**

# BACKGROUND

Tanzania is known to be a peaceful country sitting on the East Coast of Africa with a population of 49 million and a GDP per capita of about \$1,300. While only 12.25% of the land is arable, agriculture accounts for one-quarter of the GDP, grows at about 4% per year, contributes to over 80% of food consumed and 85% of exports, and employs 75% of the work force, the majority being women. Similar to other sub-Saharan Africa countries, Tanzanian women own less than 7% of the country's land, only 3% have access to formal financial services and only 5% have access to agricultural extension services. Furthermore, women struggle to gain fair access to markets, lack proper training and adequate tools and face threats of violence. The agricultural sector is also subjected to export taxes, export bans and high local taxation, with depreciating and non-existent transport, processing plants and storage infrastructure which continues to impede market integration.

The Government of Tanzania is one of the signatories to the Maputo Protocol and its subsequent Malabo Declaration, which includes a commitment to allocate 10% of the annual budget to agriculture. While Tanzania's agricultural budget has generally been 'increasing gradually in minimal and real terms since 2001/02'<sup>1</sup>, the annual allocation to agriculture is under 7%. Furthermore, the budget that is allocated to agriculture is not being implemented in ways that meet the needs of small-holder farmers, particularly those of women farmers.

The objectives of Oxfam's budget monitoring and advocacy work in Tanzania are as follows:

- To improve/contribute to citizens'/ local communities' level of understanding and involvement in budget processes
- To develop an influencing platform to influence the Government and policy makers to increase budget allocation in the agricultural sector
- To advocate for better policies and programs in agricultural development that benefit women and other small-scale farmers

This case study is part of a multi-country Budget Monitoring and Learning Review, and it provides a summary of work implemented by Oxfam in Tanzania since 2015 in close collaboration with partners. The information presented here is based on quarterly and annual reports and interviews with Oxfam staff and partners' representatives.

# STRATEGIC APPROACH AND TACTICS

Tanzania's budget monitoring and advocacy work has been carried out using the following approaches and tactics:

- **Research and analysis:** Oxfam in Tanzania and partners use research studies and analysis to understand the budget monitoring process and budget allocations for agriculture. Research and analysis has been used to also support messaging for project activities, especially in making a case for more investment in agricultural budgets. The team has carried out two core pieces of research: one on budget trends for three years for the agricultural sector, and the other used a scorecard approach where 3,000 farmers were interviewed on their perception of the agricultural budget.
- **Annual meetings and dialogues:** Oxfam organizes three to four meetings every

year with Parliamentarians, as well as some meeting with district and local council leaders. These meetings act as dialogue and negotiation platforms between decision makers and small holder farmers. Bilateral meetings are also organized with different Ministries, especially the Ministry of Agriculture, to share research related to budgets or provide feedback on budgets that have already been developed. Participants in such engagements include small scale food producers, local leaders, and CSO representatives. These meetings have helped facilitate documentation and reporting for work that has been done to inform proper engagements in the future.

- **Collaboration with partners and coalitions:** Through meetings and other events, Oxfam in Tanzania works with partners to consolidate its agriculture and budget briefs, among other educational materials, for different audiences. These partnership efforts aim to increase investment in agricultural policies and budgets for small holder farmers especially women. Oxfam partners – such as Rural Urban Development Initiative (RUDI), Relief for Development Society (REDESO) and the Agriculture Coalition network made up of five organizations (ANSAF, Action Aid, Policy Forum, TGNP and Forum CC) - have played an important role in organizing meetings with the private sector and local leaders especially at the district and lower levels.
- **Capacity strengthening and citizen involvement of Female Food Heroes and other farmers' groups:** Oxfam in Tanzania has for many years recognized the potential benefits of innovation in its work and has sought to encourage an innovative spirit and capacity across the organization. There are two key innovative initiatives that have informed the team's current agriculture budget monitoring and advocacy approach. The first is the `Chukua Hatua` (active citizenship) programme (2010 - 2015), which employed an experimental approach – testing multiple pilot projects for citizen engagement and government accountability to citizens.<sup>2</sup> The animation model emerged as an effective approach; in this model “animators,” individuals within the community, lead in raising awareness and mobilizing citizens to engage in advocacy activities.<sup>3</sup> The second key initiative is the Female Food Hero (FFH) competition, which brought together a special group of women small-scale farmers recognized for championing agricultural efforts in their communities and transformed them into national celebrities and contestants in a reality TV show. The FFH competition raised awareness of the important contributions women farmers make in Tanzania and the challenges they face in a way that attracted the attention of a large segment of the population within Tanzania and even internationally. In addition to the competition, many FFHs became community animators who engage in governance issues within their communities in an effort to address causes of poverty and challenge gendered perceptions.

Currently, Oxfam and partners work closely with the FFH animators and other small scale farmer groups to actively engage in national, local, regional level dialogues on issues of agriculture, and also ensure that they are part of discussions as independent advocates. Additionally, Oxfam and partners have, through skills building trainings, strengthened advocacy and leadership skills of animators, women farmers, and farmer organizations to enable them to advocate for themselves. Oxfam and partners have also ensured that underrepresented groups such as young people are part of budget processes by including them in trainings and key meetings.

- **Use of Public forums and international moments:** The team has used key public moments at the local, national, and international levels to amplify messages on the challenges smallholder farmers, particularly women, face and to advocate for improvements in budget investment into agriculture to benefit them. Oxfam and partners have used key moments to organize activities within Tanzania and to support women farmers and leaders to travel internationally to countries in Europe

and the US to speak at events and to directly engage with policymakers in those countries.

## KEY OUTCOMES

Below are two key outcomes from the work the team has carried out.

### **Strengthened CSO coalition in advocacy and influencing on the agriculture budget**

As members of the Budget Working Group (BWG), Oxfam collaborated with strategic partners to increase agriculture budgets by bringing together advocacy groups such as the Agriculture Coalition Group and Budget Working Group in a joint effort to increase voice in influencing the 2017/2018 agriculture budget in Tanzania. The two groups explored and tested different approaches to increase visibility and urgency of the issue among different policy making spaces<sup>4</sup>. This is significant because such collective efforts helped spread the message further across the country and reiterated the need to increase the agriculture budget, especially towards small scale farming and monitoring expenditure.

### **Increased engagement with parliamentarians, ministries, and other policy makers**

Oxfam, in collaboration with strategic partners have used interactive meetings with parliamentarians, ministers, and other policy makers to improve citizens' engagement on issues of agricultural budget investments. As a result, government representatives have invited them often to share information from their research and expertise on budget with other key players in the sector. This has increased access to decision-makers and improved the legitimacy of the group in the process, which could potentially help them contribute to agenda setting on this issue. During these engagements, Oxfam, partners, and citizens advocate for an increase in agriculture budgets directed towards small scale farming and monitoring of expenditure to avoid theft and waste. More than two engagement meetings have been organized every half of the year to present budgetary activities, gaps, and challenges<sup>5</sup>. Small scale farmers have gained knowledge on budget guidelines and reading in the process, and called upon policy makers to direct agriculture budget towards women small scale food producers by providing timely essential services and favourable environment for them to thrive.

## LESSONS LEARNED: CONTRIBUTING FACTORS AND CHALLENGES

This section outlines the challenges the team has faced and lessons learned in the process so far.

### **Citizen Engagement**

**Better engagement of Female Food Heroes and other farmers:** Through this project's trainings in budget advocacy, small-scale farmers have been equipped with

budget advocacy knowledge, tools and skills to assess and document their experiences in accessing social services. While implementing this project, the team learned that government officials and media are more likely to engage when Female Food Heroes and other farmers delivered messages to policy makers. As a result of such efforts, politicians have publically made commitments to positively support asks to improve budget policies that improve the lives of small-holder farmers. The Chairperson of the Parliamentary Committee on Agriculture, Hon. Mary Nagu, promised to link the federation to the Parliament. Additionally, linking FFH to budget processes has made them better advocates and sparked their activism to independently advocate for small holder farmers' issues. Although it is challenging to create time and space for meetings with policy makers, FFHs have used such opportunities to engage and make the case for budget issues that affect their communities.

## Political Support

**Increased Collaboration and Partnership between Oxfam and the Ministry of Agriculture and Ministry of Livestock and Fisheries (Formerly known as Ministry of Agriculture Livestock and Fisheries):** Given the current shift in the government priorities and investment in Tanzania, Oxfam in Tanzania and partners need to build both political and economic arguments to influence the budget process based on evidence. For this to happen, a fresh analysis of the political economy of the sector will be needed to inform both the program and Oxfam's interventions. Over the years, Oxfam has developed close working relationships with the Ministry of Agriculture Livestock and Fisheries. This partnership has supported the country team to engage and be consulted in a number of key policy and budgeting processes at national level. For example, in 2017, Oxfam worked with the Ministry of Agriculture, Fisheries and Livestock to bring together CSO Agriculture stakeholders and the Ministry focal persons to evaluate the implementation of CAADP in Tanzania and review Tanzania Agriculture Food Security Investment program<sup>6</sup>.

## Strong Personal Relationships

One key ingredient to building relationships with policy makers is patience and good timing. Oxfam and partners have learned the importance of having very good knowledge of the budget planning, implementation and audit cycle to be able to implement advocacy strategies and make budget policy asks. This takes a long time and requires a lot of patience but is made easier with great relationship building among parties involved.

## Strong Evidence Base

**Strengthening evidence gathering to influence Agriculture budget:** Oxfam in Tanzania and partners have invested in research and other evidence based studies to generate data to use in their advocacy efforts for better agricultural policies and budgets for female small-scale farmers. These efforts have been useful in supporting training and educational efforts led by Oxfam to policy makers and advocates. The evidence produced has been used as an influencing tool within formal and informal spaces to increase voice, public debate and citizen participation in budget processes. Oxfam's evidence-based studies have been used by government institutions, civil society, and the general public. They have led to Oxfam establishing better working relationships with the government, with invitations from the government and explicit feedback that the research is very useful and will be used by them for their budget tracking work.

## Joint Advocacy with Partners and Allies

**Set aligned objectives for partnerships:** In spite of the sometimes challenging nature of doing work within a partnership with other civil society organizations, Oxfam and partners recognize the importance of having a strong coalition to provide legitimacy and increase influence on policymakers, and they have resolved to increase the number of CSO's engaged in the budget process, particularly youth CSOs. The team has noted the need to prioritize improved communication, including open and honest dialogue and acknowledgement of past and present issues or disagreements. They have also connected and teamed up with experienced organizations to extend technical knowledge and expertise to other partners, and enabled a larger group of people to gain access to policy makers, increasing the legitimacy of the broader group.

# NOTES

- <sup>1</sup> Damian M. Gabagambi, “Is Government Doing Enough to Support Agricultural Development in Tanzania?” ix, accessed March 7, 2018, <http://www.pelumtanzania.org/assets/agriculture-budget-analysis.pdf>.
- <sup>2</sup> Oxfam GB (2012) Citizens Wake Up : The Chukua Hatua (Take Action) Programme in Tanzania <http://www.accountability.or.tz/wp-content/uploads/2013/02/pi-local-governance-tanzania-25052012-en.pdf>
- <sup>3</sup> Oxfam GB (2012) Effectiveness Review : Chukua Hatua <http://policy-practice.oxfam.org.uk/publications/effectiveness-review-chukua-hatua-tanzania-303755>
- <sup>4</sup> For example, in March this 2017, the group prepared and published a joint statement on overall national budget in which agriculture budget allocation was one of the key areas. To that end, an agriculture policy brief “2016/17 Budget Analysis: Is the Agriculture Sector a Priority for the Country Economic Growth and Reduction of Poverty?” was prepared, printed and disbursed to policy officials and civil society networks.
- <sup>5</sup> For example a two day interactive session with more than 20 Members of Parliament from the Agriculture Parliamentary Committee, during the parliamentary reading of the Agricultural budget in the FY 2016/2017.
- <sup>6</sup> The three –day working session required participants to undertake a critical analysis of progress within the sector and use that information to complete the CAADP evaluation forms and narratives for submission to the African Union. This work will be compiled and shared back to the forum in October, 2018 for further reflection and joint strategy development.

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This case study was written by Rehema Namukose, Lisa Hilt, and Eluka Kibona. Special thanks to Eva Daudi and Stefano Mpangala for sharing their experiences with us.

For further information on the issues raised in this paper please email [rebecca.perlmutter@oxfam.org](mailto:rebecca.perlmutter@oxfam.org).

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