



THE ROADMAP TOWARDS GENDER TRANSFORMATION IN THE KAMPALA DECLARATION AND THE CAADP TEN-YEAR IMPLEMENTATION PLAN AND STRATEGY (2026–2035)

Defining Africa's response metrics in the third iteration of the Comprehensive Africa Agriculture Development Programme (CAADP)

© Oxfam International, March 2025

This paper was written by Wanjiku Wanjohi (Oxfam), Francis Agbere (Oxfam), Simeon Ogonda (Independent Consultant), Panduleni Elago (African Union Department of Agriculture and Rural Development), Constance Okeke (ActionAid International), Hon. Jeremy Lissouba (African Food Systems Parliamentary Network), Mary Afan (African Kilimanjaro Women Farmers Forum), Nanzala Lazarus (SDG 2 Advocacy Hub), and Nicole Maloba (African Women's Development and Communication Network).

The authors wish to acknowledge the thematic contributions of Erick Onduru (Oxfam), Eric Munoz (Oxfam), Naomi Majale (Oxfam), Audace Kubimwana (Oxfam), Ousmane Diallo (Oxfam), Hanna Saarinen (Oxfam), Leah Mugehera (Oxfam), Felister Gitonga (Oxfam), Teresa Anderson (ActionAid International), and Julie Middleton (ActionAid International).

The authors acknowledge the production assistance of Jessica Chirichetti (Oxfam), Evonne Mwangale, Heidi Fritschel, and Diana De León.

This publication is copyrighted but the text may be used free of charge for the purposes of advocacy, campaigning, education, and research, provided that the source is acknowledged in full. The copyright holder requests that all such use be registered with them for impact assessment purposes. For copying in any other circumstances, or for reuse in other publications, or for translation or adaptation, permission must be secured and a fee may be charged.

Visit <https://policy-practice.oxfam.org/copyright-permissions>.

The information in this publication is correct at the time of going to press.

Published by Oxfam GB for Oxfam International under

DOI: TBD

Oxfam GB, Oxfam House, John Smith Drive, Cowley, Oxford, OX4 2JY, UK.

Cover photo: [Caption and photographer name/copyright holder].

Cover photo: Participants take part in farmer fields schools implemented by Oxfam and our partner in Nyanja Village in the Kalumbu region of rural Lilongwe. People learn new skills to tackle the effects of the El Niño food insecurity crisis/Colin Carey/Oxfam

CONTENTS

Executive Summary	4
1. Introduction	6
The transition: A comparative analysis of CAADP performance from a gender-lens	7
The importance of a gender-responsive framework for marginalized groups	9
2. Frameworks Assessed	10
3. A Thematic Analysis: Findings from the previous iterations of CAADP (up to 2025)	14
Opportunity for enhanced gender-disaggregated data	15
Women’s engagement in policy formulation	15
Access to financial services	16
Training and capacity strengthening	16
The gendered impacts of culture and norms on agricultural systems	17
Support for women’s leadership	18
4. Framing the Gender-Sensitive Indicators	19
The role of WEAI tools in assessing indicators for promoting gender equality	20
Proposed gender-sensitive indicators: A comprehensive thematic framework	21
<i>Participation in agricultural activities</i>	21
<i>to and control over resources</i>	22
<i>Influence in decision-making</i>	23
<i>Impacts of cultural barriers</i>	24
<i>Education and technology access</i>	25
<i>Impacts of climate change</i>	25
5. Critical Aspects of Measuring for Gender Response	26
The imperative of measuring gender response in fragile contexts	27
Fragility and data system weaknesses	27
Strategies for strengthening data systems	28
Gender-specific indicators and the CAADP results framework	28
6. Recommendations for Addressing Gender Gaps in the CAADP Framework	29
Deliberately engage women’s rights constituents in policy discourse	30
Implement rigorous and measurable capacity-strengthening frameworks	30
Enhance participatory action in gender-responsive agricultural governance	30
Adopt a robust framework for women’s economic empowerment in agriculture	31
Apply a human-centric approach to developing culturally-sensitive gender responses in agriculture (OR: agricultural transformation)	32
Integrate key frameworks into CAADP’s monitoring system	32
7. Conclusion	34
References	36



EXECUTIVE SUMMARY

Aguiratou Ouedraogo waters her market gardening crops,
with the help of a female farmer with whom she shares
the agricultural plot/Samuel Turpin/Oxfam

The newly launched 10-year Comprehensive Africa Agriculture Development Programme (CAADP) Strategy and Action Plan (2026–2035) represents a crucial initiative for enhancing productivity and fostering cohesive agricultural development throughout the continent. The forthcoming results framework for this strategy will lay out the objectives to be pursued in the transformation of the agriculture sector and will serve as a strategic guidance and measurement tool for harmonizing growth in agricultural value chains across Africa. This report aims to enhance the accountability and outcomes of this results framework by ensuring that African development initiatives adequately recognize and support women's rights and contributions. Several significant barriers currently obstruct progress in this area, including lack of gender-disaggregated data, limited engagement by women in formulating policies, women's poor access to financial resources, and deeply entrenched cultural constraints.

To address these pervasive gaps, Oxfam and the Technical Working Group, consisting of experts in gender and agriculture value chains, propose a comprehensive framework of 16 gender-sensitive indicators. The indicators fall into the following key thematic areas:

- women's participation in agricultural activities,
- access to and control over resources,
- women's participation in decision-making,
- the role of cultural norms on women's role in food systems the role of education and technology access, and
- the gendered impacts of climate change on food systems

These themes encompass participation, representation, and capacity-building within the agricultural sector; they

focus on the engagement of women in agriculture, the presence of women in leadership roles, and the opportunities for skills development through training programs. For the CAADP framework to effectively address gender gaps, it is vital to implement targeted strategies that enhance women's participation in policy discourse, develop rigorous educational and financial frameworks tailored to their needs, and adopt a human-centric approach to address cultural barriers and unpaid care work. To align with the continent's envisioned gender outcomes, the African Union Department of Agriculture and Rural Development must adopt gender-sensitive indicators and ensure inclusive policymaking processes that promote women's leadership and access to resources in agriculture. By prioritizing these recommendations, CAADP can foster equitable policies that empower women and advance sustainable agricultural development across Africa.

Using gender-sensitive indicators, policymakers can foster targeted interventions aimed at promoting gender equality in agricultural policies. The recommendations highlighted in this document take into account the critical role of women and youth in advancing Africa's agri-value chains. This report calls for the new CAADP Strategy and Action Plan (2026–2035) to align with (and then measure for) the gender priorities envisioned in pan-African gender blueprints, which aim to create equitable opportunities for all genders across various sectors, including agriculture, as exemplified by the African Union's Strategy for Gender Equality and Women's Empowerment. This aspiration aligns with the broader ambitions articulated in regional frameworks such as Africa's Agenda 2063 and the Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods in Africa.



1.

INTRODUCTION

Laila Dicko is a teacher by profession and the President of the Women's Leaders Association of Macina, Mali. The association works closely with the municipality and the administrative authorities to address the issue of peace and human security in her community/Issa Sanogo/Oxfam

The Comprehensive Africa Agriculture Development Programme (CAADP) is a vital component of the African Union's agenda for agricultural growth and transformation that aims to enhance productivity across the continent (African Union, 2024, 1). However, the efficacy of the previous iterations of CAADP (up to 2025) in addressing gender equality is limited (AUC and NEPAD, 2015). An in-depth analysis conducted by Oxfam and the Technical Working Group, consisting of experts in gender and agriculture value chains, of the outgoing CAADP 10-year Strategy and Action Plan (CAADP S&AP) and its results framework indicates pronounced gender gaps, particularly regarding its alignment with continental gender priorities and critical areas such as land rights, economic empowerment, and climate justice. The analysis draws upon essential documents, including the AU's Agenda 2063, the AU Strategy for Gender Equality and Women's Empowerment, the Malabo Declaration, the Maputo Protocol, the Solemn Declaration on Gender Equality, the AU Framework and Guidelines on Land Policy in Africa, and the Generation Equality Forum, to evaluate the integration of gender considerations into the newly launched 2026-2035 CAADP S&AP. Moreover, it identifies structural barriers to achieving gender objectives in agricultural policies and establishes gender-sensitive indicators for measuring the extent of women participation in building food systems in the new CAADP 10-year strategy.

This analysis seeks to enhance accountability and outcomes within the third iteration of the 2026-2035 CAADP S&AP launched in Kampala in January 2025, and to better inform the associated CAADP results framework, ensuring that women's rights and contributions are adequately recognized and supported in agricultural development initiatives. The goal is to ensure that the results

framework's third iteration is effectively aligned with pan-African gender objectives, thereby promoting gender equality and empowering women in agricultural development across Africa. Consequently, it is essential to underscore the comparative analysis of the new CAADP S&AP (2026-2035) across the gender and food systems continuum as well as the importance of a gender-responsive framework for women and marginalized groups.

The transition: A comparative analysis of CAADP performance through a gender lens

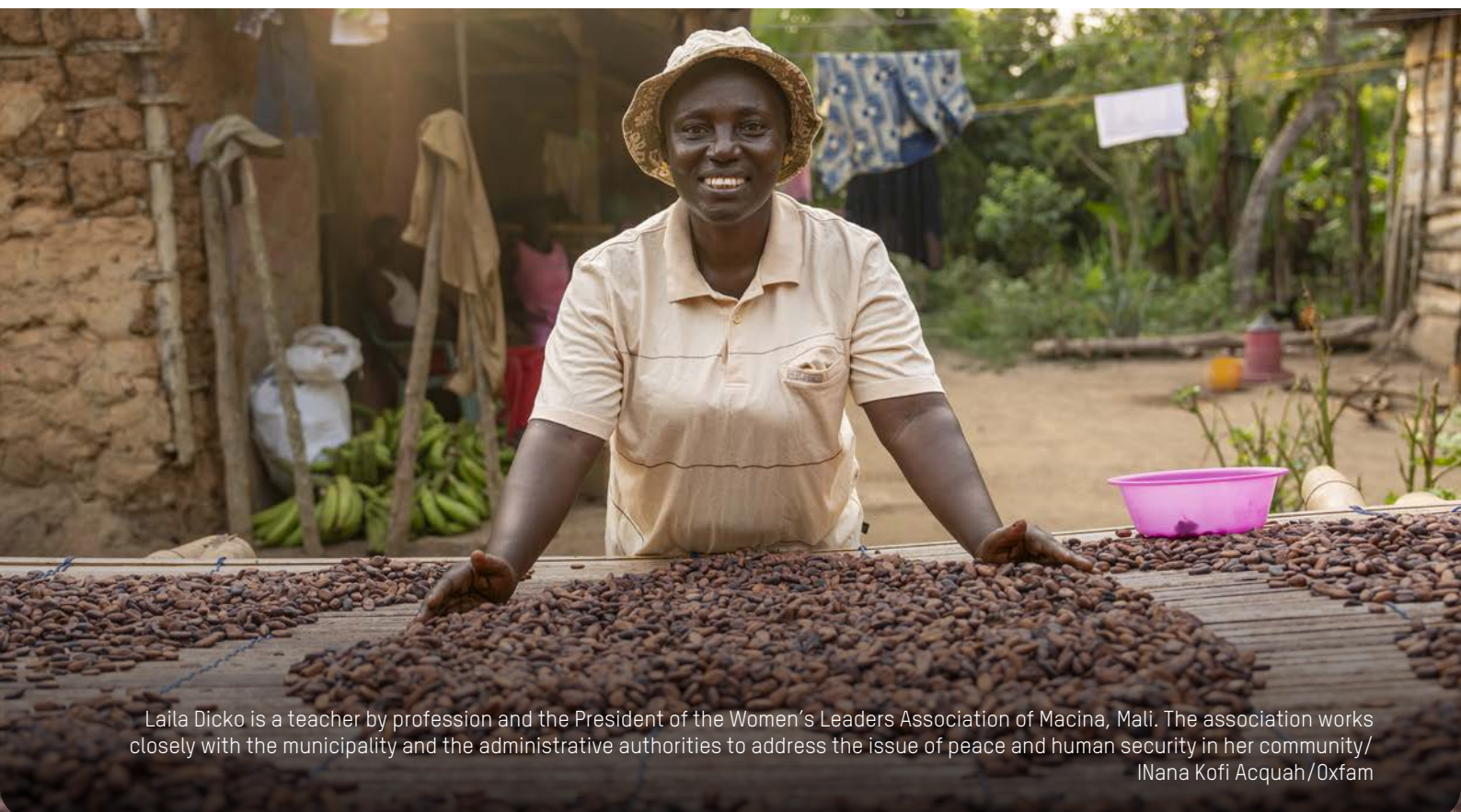
Exploring the nexus between gender and food systems is crucial for fostering equitable agricultural frameworks, particularly in the transition from the gender-aware approaches of the previous CAADP iterations to the gender-sensitive focus of CAADP 3. While the previous CAADP iterations recognized disparities faced by women in agriculture, they often fell short of integrating women's voices into key decision-making processes. The new CAADP S&AP (2026-2035) shifts towards acknowledging the multifaceted roles women play throughout agriculture value chains, from production to marketing. Our goal is to transform this new CAADP S&AP (2026-2035) into a gender-responsive and gender-transformative results framework that not only addresses the specific needs of women and marginalized groups but also dismantles underlying power structures within food systems. By embedding these principles into the CAADP Results Framework: 2026-2035, we aspire to inform the creation of an inclusive and resilient food system that empowers the continent of Africa, ensuring that gender equality is central to agricultural development and food security as envisioned by the AU Agenda

2063 and the AU Strategy for Gender Equality and Women's Empowerment: 2018–2028 (African Union, 2015, 2019).

Therefore, the transition from an “agriculture” focus in the previous CAADP S&AP to a “food systems” approach in the new CAADP S&AP (2026–2035) expands the scope for capturing gender-disaggregated data (AUC and NEPAD, 2015; African Union, 2024). This shift allows for a broader analysis of women's roles beyond traditional farming, encompassing their participation in agricultural value chains, processing, distribution, and marketing (ActionAid, 2018). By looking at women employed in agriculture alongside those engaged in various segments of value chains, stakeholders can gain deeper insights into the economic contributions and challenges faced by women (Quisumbing et al., 2023). This data is essential for informing policies that promote gender equality and enhance women's empowerment across all facets of

the food system as established by Rwanda's gender strategy (Government of Rwanda, 2021; UN Women, 2019). Moreover, focusing on food systems encourages a nuanced understanding of how gender dynamics interact with agricultural productivity, food security, and nutrition, ultimately leading to more inclusive strategies that address the unique needs and barriers experienced by women in both agriculture and associated industries (Nelson and Hill, 2019).

The newly launched CAADP S&AP (2026–2035) incorporates a more gender-sensitive approach, recognizing the critical role of women, youth, and marginalized groups in agri-food systems as expressed in the Malabo Declaration (African Union, 2014). This includes specific actions aimed at addressing prevailing inequalities that hinder women's access to productive resources, such as land and finance, along with targeted capacity-building



Laila Dicko is a teacher by profession and the President of the Women's Leaders Association of Macina, Mali. The association works closely with the municipality and the administrative authorities to address the issue of peace and human security in her community/ INana Kofi Acquah/Oxfam

initiatives. The plan emphasizes the importance of integrating gender-responsive policies and programs across all strategic interventions, ensuring that women's voices are included in decision-making processes and that their unique challenges are addressed (African Union, 2018). Furthermore, outputs are designed to enhance the economic empowerment of women, promote equitable participation in agricultural value chains, and establish systems that recognize and support women's unpaid care work (ActionAid, 2018). By systematically embedding gender considerations, the CAADP results framework will create a more inclusive agri-food environment that contributes to improved livelihoods while reinforcing the importance of gender equality.

The importance of a gender-responsive framework for marginalized groups

It is crucial to adopt a gender-responsive approach that targets marginalized demographic groups in metric setting for the results framework of the new CAADP SS&AP (2026–2035), particularly smallholder women farmers and food producers and small-scale female entrepreneurs in agri-value chains (Quisumbing et al., 2021, 3). The climate crisis exacerbates the challenges faced by women in rural communities who rely on agriculture for their livelihoods, as they often experience heightened vulnerabilities to environmental shifts, resource scarcity, and economic instability (ActionAid, 2018). Without a gender-responsive results framework tailored to the unique needs and challenges of marginalized groups, existing inequalities in agricultural productivity and economic growth are likely to persist or worsen (Quisumbing et al., 2021). Smallholder women

farmers, who play a vital role in food production and security, often face systemic barriers, including limited access to resources, credit, land ownership, and education (Deininger et al., 2017; Quisumbing et al., 2021). If their perspectives and needs are not intentionally integrated into agricultural policies, there is a significant risk of overlooking their contributions to sustainable agricultural practices and local economies. The absence of targeted interventions enhances their vulnerability to economic shocks, exacerbates poverty, and reduces overall community resilience (AFAAS, n.d.; Deininger et al., 2017; Quisumbing et al., 2021). Ultimately, neglecting these marginalized groups compromises the effectiveness of agricultural initiatives aimed at achieving food security, economic empowerment, and inclusive growth across the continent.

In comparison with their global counterparts, Africa's smallholder women farmers and small-scale entrepreneurs face an ever-worsening situation, as they are disproportionately affected by economic challenges, climate change, and inadequate policy support (Quisumbing et al., 2021). While women in other regions may benefit from more supportive frameworks that enhance their agricultural productivity and entrepreneurial capabilities, African smallholder women farmers frequently contend with entrenched gender inequalities that inhibit their potential (Deininger et al., 2017; Quisumbing et al., 2021). This disparity highlights the urgent need for targeted interventions that address the unique challenges faced by these women and ensure that their contributions to food security and economic development are recognized and supported within the broader agricultural policies and frameworks across the continent.

A woman wearing a vibrant orange headscarf with colorful patterns and a blue skirt with pink and white designs is working in a field. She is bent over, holding a small, round, light-colored object in her hands. The background shows a dry, grassy field with a few trees under a clear blue sky.

2. FRAMEWORKS ASSESSED

Satou Coulibaly, a disabled woman, now faces hunger in southern Mali. Because of irregular rainfall and drought, her millet and groundnuts are no longer growing as usual/Mahamadou Mary Diarra/Oxfam

This report begins by analysing several key continental blueprints that inform and guide agricultural policies in relation to gender equality. These blueprints have influenced the human development priorities in Africa at different phases of the continent's development and are essential in developing a gender-responsive implementation framework under the new CAADP 10-year CAADP S&AP (2026–2025). Since the African Union (AU) launched the Africa Agriculture Transformation Scorecard (AATS) at the 30th AU Summit in 2018 to help drive agricultural productivity and development, it has been an important tool for tracking progress on commitments made by AU heads of state and government through CAADP (African Union, 2018). Looking at the continental blueprints through the lens of AATS can show how the outgoing CAADP results framework should be aligned. The frameworks selected for assessment in this analysis are as follows:

- **Outgoing CAADP 2 Strategy:** The outgoing CAADP S&AP aims to enhance agricultural productivity and growth in Africa while integrating gender considerations into agricultural policies. The AATS aligns with the outgoing CAADP S&AP results framework by measuring progress in agricultural performance and identifying areas that require improvement. However, while the new CAADP S&AP emphasizes the integration of gender perspectives, the AATS should do more to explicitly track gender-specific outcomes. The incoming CAADP results framework should incorporate gender-disaggregated indicators to ensure that women's engagement in agriculture is adequately monitored and supported by the AATS.
- **AU Agenda 2063:** Agenda 2063 outlines a vision for a prosperous and integrated Africa, emphasizing the importance of

gender equality and women's empowerment as fundamental to sustainable development. The AATS supports this agenda by measuring progress across multiple agricultural indicators while evaluating how effectively member states are advancing gender equality. Therefore, the new CAADP S&AP results framework can enhance its impact by specifically highlighting how agricultural transformation activities contribute to achieving the goals of Agenda 2063, particularly those related to women's empowerment and socioeconomic development.

- **AU Strategy for Gender Equality and Women's Empowerment:** The AU Strategy for Gender Equality and Women's Empowerment focuses on implementing gender-sensitive initiatives across various sectors, including agriculture. The new CAADP S&AP results framework can be analysed against this strategy by assessing whether it effectively tracks the inclusion of women in agricultural policies and initiatives. Strengthening this aspect through inclusion of AATS principles is critical in aligning the new CAADP S&AP results framework more closely with the goals outlined in the AU Strategy.
- **Malabo Declaration:** The Malabo Declaration emphasizes the need for inclusive growth, accountability, and resource mobilization for agricultural development. The AATS evaluates member states' progress based on commitments made in the Malabo Declaration, assessing performance against 43 indicators. The new CAADP S&AP results framework can develop various indicators specific to women to track general agricultural development, and the AATS should ensure comprehensive tracking of gender-specific targets set

by the Malabo Declaration, such as commitments to increase gender-responsive budgeting and investment and women's access to land, credit, and information.

- **Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (Maputo Protocol):** The Maputo Protocol serves as a commitment to prioritizing food security and agricultural development while influencing gender considerations. The AATS reflects this commitment by tracking agricultural progress across member states. The new CAADP S&AP results framework can enhance its alignment with the Maputo Protocol by specifically incorporating gender-sensitive indicators related to food security and empowerment. This would ensure that women's roles in food production, nutrition, and sustainable agriculture are recognized and effectively supported in the scorecard's assessments.
- **Solemn Declaration on Gender Equality:** The Solemn Declaration on Gender Equality provides a framework for promoting gender equality across all spheres of life in Africa. The AATS is indirectly linked to this declaration through its emphasis on good governance and accountability in agricultural development. While the new CAADP S&AP emphasizes outcomes related to the objectives of the other two, its results framework could benefit from metrics on the impact of agricultural policies on gender equality and biases that inherently impede women's rights. Incorporating indicators that assess women's participation in agricultural governance and decision-making processes would strengthen the new CAADP S&AP's relevance to the Solemn

Declaration and emphasize its commitment to advancing gender equality in agriculture.

- **African Union Climate Change and Resilient Development Strategy and Action Plan:** This framework focuses on integrating climate change considerations within agricultural development to enhance resilience and adaptability among vulnerable communities. The inclusion of gender-responsive actions in the strategy is crucial, as it recognizes the differentiated impacts of climate change on women, especially in agriculture (African Union, 2023, 17). The AATS links to this framework by tracking progress on climate-related commitments and assessing how effectively member states are addressing the intersection of climate change and gender equality in their agricultural policies. By aligning the new CAADP S&AP with the Climate Change and Resilient Development Strategy, the AATS can influence the new CAADP results framework to ensure that women's needs and contributions are prioritized in climate adaptation and mitigation efforts. This integration reinforces the role of women in achieving resilient agricultural systems and enhances the overall effectiveness of the new CAADP results framework in promoting inclusive and sustainable agricultural development in the face of climate challenges.
- **The UN Women Generation Equality Forum Action Agenda:** The UN Women Generation Equality Forum Action Agenda addresses critical contemporary issues such as the care economy and climate justice, making it particularly relevant for agriculture as it highlights the challenges women face in balancing agricultural

responsibilities with caregiving roles. Currently, 41 African Union member states have committed to the principles outlined in this framework, reflecting their political will to promote gender equality and integrate these issues into the new CAADP SSAP results framework. Significant gaps remain in addressing discriminatory laws. By 2014, only 39 countries in Africa had laws providing for maternity leave, 15 countries had legislation on equal remuneration for work of equal value, and only two countries, Angola and Côte d'Ivoire, had laws allowing flexible work hours for employees with young children. These figures underscore the urgent need for comprehensive legal reforms to achieve gender equality across the continent (African Union, 2019, 44).

- **AU Framework and Guidelines on Land Policy in Africa:** The AU Framework and Guidelines on Land Policy in Africa highlight the essential connection between women's land rights and food security, recognizing the pivotal role women play in agricultural production across the continent. This framework emphasizes that women are often the primary land users and agricultural producers, and it advocates for legislative reforms and inclusive policies to enhance women's land rights (African Union, ADB, and ECA, 2010). Strengthening these rights not only fosters gender equality but also elevates agricultural productivity and food security, thereby addressing broader socioeconomic challenges.
- **Guiding Principles on Large Scale Land Based Investments in Africa:** The Guiding Principles on Large Scale Land Based Investments in Africa further reinforce the

importance of women's land rights as fundamental to food security and sustainable agricultural development, given that women represent a significant share of smallholder farmers. These principles advocate for gender equality in land governance and call for upholding women's rights to own, access, control, and benefit from land and natural resources (African Union, ADB, and ECA, 2014). They promote inclusive investment models that prioritize women's participation and seek to mitigate gender inequalities exacerbated by large-scale land-based investments. Additionally, they call for comprehensive legal protections and strategies to facilitate women's involvement in decision-making processes related to land use and agricultural development. In this way, these guiding principles not only support gender equality but also contribute to sustainable economic growth and community well-being. When viewed through the lens of the AATS and the outgoing CAADP results framework, these land policy frameworks underscore the necessity of integrating gender-disaggregated indicators to effectively track women's engagement and impact in agriculture. By incorporating specific metrics related to women's land access and rights into the CAADP results framework, the AATS can better monitor progress and optimize support for women's roles in agriculture, food production, and sustainable development.

These frameworks are central to this analysis as they provide solid continental declarations on gender equality and blueprints for inclusive development of the peoples of the continent.

A smiling woman with dark skin, wearing a green short-sleeved shirt and a matching green bucket hat with a chin strap. She is holding several large, colorful gourds (yellow, orange, and red) in front of her. The background is a blurred green forest.

3.

A THEMATIC ANALYSIS:

Findings from the previous iterations of CAADP (up to 2025)

Satou Coulibaly, a disabled woman, now faces hunger in southern Mali. Because of irregular rainfall and drought, her millet and groundnuts are no longer growing as usual/Nana Kofi Acquah/Oxfam

This section delves into a thematic analysis of the new CAADP S&AP, critically examining key barriers that hinder women's participation and equality in agriculture. This analysis is designed to determine the complementary value-added the incoming results framework should provide to the strategy to strengthen the program's gender lens. It assesses the value of gender-disaggregated data collection and its impact on informed policymaking, as well as the effectiveness of inclusive policy engagement processes that recognize women's voices. Additionally, the analysis explores challenges related to financial access and educational opportunities, alongside cultural constraints that reinforce gender inequalities. By highlighting these areas, we aim to identify critical gaps and propose actionable strategies that can advance gender equality and women's empowerment within agricultural development.

Opportunity for enhanced gender-disaggregated data

Previous iterations of CAADP have illustrated that the lack of gender-disaggregated data impedes the realization of gender equality within CAADP. Research shows that robust gender statistics are essential for understanding women's contributions and challenges in agriculture. Gender-disaggregated data is also key for understanding and responding to the gender impacts of climate disasters (ActionAid, 2018, 14, 27). The absence of detailed metrics leads to generalized assumptions that obscure women's unique experiences and roles (African Union, 2015, 89–90; UN Women, 2021, 47). Consequently, policymakers may develop initiatives that fail to address the specific needs of women, resulting in inefficient resource allocation and inadequate policy design.

The new CAADP S&AP acknowledges the necessity of strengthening gender- and age-disaggregated data collection and analysis (AUC and NEPAD, 2015, 26). This recognition signals an important shift towards more informed decision-making grounded in the experiences of women. The literature emphasizes that a lack of comprehensive data hinders the implementation of targeted interventions necessary to mitigate gender disparities and facilitate informed policymaking. Improved data collection mechanisms that incorporate gender perspectives are therefore critical for enabling a nuanced understanding of women's roles in agriculture. Without these frameworks, achieving effective gender-responsive policies remains elusive.

Women's engagement in policy formulation

Ineffective engagement of women in agricultural policy formulation represents a significant barrier to addressing gender disparities within CAADP. Both the Maputo Protocol and the Malabo Declaration demonstrate the need for women's participation in decision-making processes as a significant factor in the inclusivity and comprehensiveness of agricultural policies (African Union, 2004, 2; African Union, 2014, 5). The blueprints further reveal that societal norms and institutional barriers continue to impede women's voices in policy discussions, resulting in agricultural initiatives that do not reflect their unique needs and contributions.

The new CAADP S&AP aims to strengthen rural governance and local action that supports the active participation of local communities, farmers' organizations, and cooperatives in policy formulation and implementation (AUC and NEPAD, 2015, 32). However, effective engagement requires creating space for women's voices in policymaking, thereby leading to more inclusive and effective

agricultural strategies (African Union, 2015, 25; UN Women, 2021, 61). Failure to prioritize women's perspectives in decision-making processes limits the potential for agricultural policies to achieve gender equality and enhance overall productivity.

Parliamentarians play a crucial role in this context, as they possess the authority and responsibility to advocate for inclusive policies that represent the voices of women and marginalized groups (African Union, 2015). By fostering connections between grassroots movements and national policy discussions, parliamentarians can ensure that women's experiences and needs are prioritized in agricultural legislation. Moreover, they can push for reforms that promote gender-sensitive policies and create spaces for women's participation in decision-making at all levels. Engaging parliamentarians in these efforts not only enhances accountability but also strengthens the legislative framework necessary for advancing gender equality within the CAADP results framework, ultimately driving more effective and inclusive agricultural development outcomes.

Access to financial services

Access to financial resources is a crucial determinant of women's capacity to engage in agricultural activities. Women often, however, encounter challenges in obtaining financing because of perceived gender biases within traditional lending practices, which categorize them as high-risk borrowers owing to, among other things, lack of access to means of production such as land (African Union, 2005, 17; African Union, 2015, 42; UN Women, 2021, 19). Many financial institutions demand collateral that women typically lack, exacerbating their vulnerability and inhibiting their ability to invest in agricultural operations. In some rural contexts women cannot own assets, including financial ones, making

them ineligible to borrow altogether unless their relatives or spouse borrow on their behalf. Such a situation completely disempowers women. This lack of targeted financial initiatives tailored specifically to women ultimately restricts their capacity to engage in productive agricultural activities, thereby limiting their contributions to food security and economic growth. The new CAADP S&AP recognizes these challenges by committing to enhance access to finance for smallholder farmers, particularly women and youth (AUC and NEPAD, 2015, 19).

The adoption of gender-sensitive credit scoring models could facilitate greater access to financial resources for rural women in agriculture. By using models that consider women's unique circumstances, such as cash flows from household farming operations and their involvement in cooperatives, financial institutions can more accurately assess their creditworthiness and reduce the perceptions of risk associated with lending to them. This approach would not only enhance women's financial inclusion but also empower them to invest in quality inputs, technology, and skills training, ultimately boosting their productivity and economic contributions to their communities (African Union, 2019, 66). The new CAADP S&AP builds on previous activities in the outgoing CAADP S&AP but could enhance its focus on comprehensive strategies, such as gender-sensitive financial products and financial literacy initiatives, and aim for more specific, measurable, achievable, relevant, and time-bound (SMART) outcomes.

Training and capacity strengthening

The continental blueprints underscore that limited educational and training opportunities for women significantly hinder their full participation in

agricultural development. The Agenda 2063 framework reflects the AU's commitment to improving women's access to education but highlights the disconnect between policy commitment and practical implementation (African Union, 2015, 86). The African Union's report on gender equality and women's empowerment emphasized the need for "compulsory and free education for girls and women from age 3–18 as well as market-oriented vocational training and literacy programmes for youth and women" (African Union, 2019, 26). Although the new CAADP SSAP acknowledges the importance of education in enhancing agricultural productivity, there is a need to translate this acknowledgement into actionable programs that specifically target women's educational needs.

The new CAADP SSAP calls for investing in technical and vocational education and training for smallholder farmers, women, and youth to empower these groups with practical skills and integrate them into value chains and regional markets (AUC and NEPAD, 2015, 18). Yet studies show that women often face barriers in accessing educational opportunities, particularly in rural areas, where resources are limited. This lack of access to education restricts their ability to acquire essential agricultural skills, which are vital for improving productivity (African Union, 2019, 12).

Targeted vocational training and educational initiatives that address the specific challenges faced by women are crucial for fostering their involvement in modern agricultural practices. Furthermore, the absence of gender-sensitive curricula in educational institutions perpetuates stereotypes about women's capabilities in agriculture and limits their engagement in agricultural sciences. Educational programs must be designed to empower women by enhancing their knowledge and skills, thus equipping them to

assume leadership roles in agricultural development (UN Women, 2021, 57). By prioritizing educational access for women and formulating gender-responsive training initiatives, the new CAADP SSAP can foster a more inclusive agricultural sector.

The gendered impacts of culture and norms on agricultural systems

While Agenda 2063 advocates for eliminating all forms of discrimination against women (African Union, 2015, 17, 157), the persistent influence of traditional cultural practices serves to undermine women's contributions to agriculture (African Union, 2005, 7; UN Women, 2021, 77). Resolutions from the Maputo Protocol point out that harmful cultural attitudes and practices often perpetuate discrimination against women within agricultural systems, making it difficult for them to engage fully in economic activities (African Union, 2005, 5, 7, 11, 14). For instance, women who are victims of gender-based violence often face physical and psychological challenges that hinder their ability to participate in farming activities. Additionally, women bear the brunt of household responsibilities, such as caregiving and domestic chores, which limit their time and energy to engage in agricultural work (African Union, 2019, 20). These care responsibilities exacerbate their marginalization and diminish their economic contributions. The outgoing CAADP results framework recognizes that addressing the equal participation of women and youth in agri-food systems is critical (AUC and NEPAD, 2015, 18), but it insufficiently addresses these cultural dynamics, resulting in an environment where women remain marginalized.

Efforts to educate communities about the value of women's participation and to engage men as allies in

gender equality initiatives can promote cultural shifts that support women's empowerment. This means that cultural perceptions around women's roles must be challenged to create an equitable environment that fosters their contributions to agriculture (African Union, 2019, 64, 66). Moreover, community engagement and sensitization initiatives are necessary to counteract traditional gender roles that limit women's ability to actively participate in agricultural markets (African Union, 2015, 17; UN Women, 2021, 77). Culturally sensitive approaches must respect local contexts while actively addressing harmful practices. In this way, the outgoing CAADP results framework can pave the way for more inclusive agricultural policies that genuinely promote gender equality and enhance the overall well-being of agricultural communities.

Support for women's leadership

The underrepresentation of women in leadership positions in the agricultural sector poses a significant barrier to progress towards gender equality (African Union, 2004, 2; African Union, 2015, 41). Despite official recognition of the importance of women's leadership in social and economic development, the outgoing CAADP S&AP does not provide robust mechanisms to support women's leadership development in agriculture. The absence of mentorship programs and leadership training initiatives hinders women's ability to

assume influential roles in agricultural governance (African Union, 2015, 41). The new CAADP S&AP promotes political ownership and leadership to enhance agriculture's profile, leading to increased investment and recognition of agricultural development as a vehicle for economic growth, but without adequate support structures, women remain largely excluded from the decision-making processes that shape agricultural policies and priorities. This lack of women leaders perpetuates policies crafted primarily from male perspectives, which may not adequately address the unique challenges faced by women (African Union, 2019, 20).

To enhance women's leadership in agriculture, the AU gender equality and women's empowerment report emphasizes the need for targeted programs that foster women's leadership skills and promote their visibility within agricultural institutions (African Union, 2019, 12, 49). Strengthening women's networks and platforms for sharing knowledge and experiences can empower women to advocate for policies that serve their interests and those of their communities (African Union, 2015, 40, 51). The new CAADP S&AP encourages the promotion of leadership opportunities for women and youth in agri-food systems and decision-making bodies (African Union, 2024). By equipping women with the necessary resources and support, the agricultural sector can benefit from a diversity of ideas and solutions that reflect the realities of those affected by these policies.



4.

FRAMING THE GENDER-SENSITIVE INDICATORS

Leticia is the founder and chair of the female cocoa farmers group Cocoa Mmaa with more than 600 members. They regularly come together in smaller groups to discuss agricultural techniques, climate issues and diseases, prices negotiations with the middleman, but also have a lot of fun, dancing and singing./Nana Kofi Acquah/Oxfam

CAADP strives to enhance agricultural productivity and food security across Africa. However, its success hinges on effectively addressing persistent gender inequalities (African Union, 2015; UN Women, 2021). This section introduces a robust framework of gender-sensitive indicators designed to strengthen accountability and track progress towards gender equality within CAADP. These indicators would monitor women's engagement in various aspects of agriculture, their access to critical resources, and their level of influence in decision-making processes. The framework encompasses several key thematic areas that provide a comprehensive understanding of gender dynamics affecting agricultural development. These areas include the opportunity for enhanced gender-disaggregated data, ineffective engagement in policy formulation, access to financial resources, educational and training gaps, the gendered impacts of culture on agro-value chains, and support for women's leadership. Additionally, the framework introduces the theme of technology access, which emphasizes the importance of integrating innovative solutions into agricultural practices. This thematic area highlights how technological advancements can help bridge gender gaps and enhance the productivity of women in agriculture, drawing from contemporary discussions on the subject (IFPRI, 2025). Through the consistent collection and analysis of this data, policymakers can formulate informed decisions, pinpoint areas needing improvement, and develop more effective strategies to close the persistent gender gap. This data-driven approach will guarantee that women's unique contributions are recognized and supported, paving the way towards a more just and prosperous agricultural future for all.

The role of WEAI tools in assessing indicators for promoting gender equality

The application of the Women's Empowerment in Agriculture Index (WEAI) tools has been pivotal in crafting indicators that promote gender equality within the new CAADP results framework. The WEAI tools, particularly the pro-WEAI+MI, have provided a structured approach to assessing various aspects of women's empowerment across agricultural value chains, enabling the identification of specific constraints encountered by both women and men in agricultural settings. By focusing on indicators such as control over income, autonomy in working conditions, and access to resources, we have used a comprehensive methodology that aligns with CAADP's goals of enhancing agricultural productivity and food security. Furthermore, these indicators have been developed not only through the frameworks provided by WEAI but also in conjunction with contextual analyses and stakeholder consultations to ensure that they are relevant and responsive to the real challenges faced by women in agriculture. This multifaceted approach allows for the creation of socially inclusive interventions and evidence-based policies that effectively empower women, thus transforming agricultural practices and uplifting communities. Ultimately, the integration of WEAI guidelines at national levels is recommended to ensure that the measurement of women's inclusion is consistently applied within the new CAADP results framework, fostering sustainable development across the continent.

Proposed gender-sensitive indicators: A comprehensive thematic framework

Our proposed framework organizes indicators thematically to provide a comprehensive understanding of the multifaceted dimensions of gender in agriculture.

Participation in agricultural activities

Indicator 1: Share of women in the agricultural labour force

Percentage of women in the agricultural labour force engaged in commercial and subsistence farming, disaggregated by age group, region, type of employment (self-employed, wage labour, cooperative membership), and agricultural activity (crop production, livestock rearing, fisheries, forestry). *Country-based data sources: National labour force surveys (International Labour Organization, World Bank, Food and Agriculture Organization of the United Nations), ministries of agriculture, statistics bureaus.*

Understanding women's participation in agriculture is crucial for developing policies that support gender equality. Tracking the percentage of women in the agricultural labour force offers insights into demographic patterns and disparities that may exist along age and regional lines. As Quisumbing et al. (2023) highlight, measuring participation is fundamental because it reveals the dynamics behind women's empowerment in agriculture and how that participation affects broader measures of empowerment (p. 2). Documenting women's roles also allows for assessing shifts and the potential impact of gender-focused interventions on agricultural productivity and household outcomes. It is therefore essential to record actual national figures based on national bureaus of statistics in order to account for the factual numbers of women engaged in the sector.

Indicator 2: Women in leadership positions in agriculture

Percentage of women holding leadership positions within agricultural cooperatives, national agricultural organizations, and farmer organizations, categorized by level of leadership (committee member, chairperson, board member) and type of organization.

Country-based data sources: Organizational records, membership lists, surveys.

Monitoring women's leadership within agricultural organizations is critical for fostering inclusive governance structures. This indicator reveals the extent to which women are represented in decision-making roles (and the net impacts of these roles specifically on women's involvement in agriculture), which is essential for advancing gender equality in agricultural policy and practice. Anderson et al. (2021) discuss the causal pathways between women's empowerment and agricultural outcomes, emphasizing that increasing women's decision-making power in agricultural management leads to beneficial changes in household economic outcomes (p. 194).

Indicator 3: Participation in agricultural training and extension services

Percentage of women participating in agricultural training programs and extension services, disaggregated by type of training (formal, informal), subject matter, and location of training (on-farm, off-farm). *Country-based data sources: Training records, participant lists, surveys.*

Assessing women's participation in training programs is essential to identify educational gaps and the barriers women face in accessing knowledge that could enhance their agricultural practices. According to Quisumbing et al. (2021), access to extension services significantly influences empowerment outcomes, indicating a direct link

between education, participation, and agency (p. 1103). Enhancing women's abilities through training can potentially improve their productivity and decision-making capabilities, making this indicator vital for monitoring progress in gender-sensitive interventions.

Indicator 4: Time spent on agricultural activities

Average hours per week spent on agricultural activities by women and men, disaggregated by age, type of farming, and household characteristics. *Country-based data sources: Time-use surveys.*

Quantifying time spent on agricultural activities helps illustrate the different workload responsibilities faced by women and men, revealing the time constraints affecting women, which impacts their ability to fully participate in agriculture. Restructuring the understanding of labour dynamics in agriculture is critical, as noted by Quisumbing et al. (2023), who indicate that increased participation may also introduce time constraints that could impact women's overall health and empowerment (p. 2). This indicator can be used to advocate for policies aimed at achieving a more equitable distribution of labour responsibilities within households.

Access to and control over resources

Indicator 5: Access to land

Percentage of women with secure land tenure, defined as documented ownership or leasehold rights under formal and customary law, disaggregated by region and land size category. *Country-based data sources: Land registry offices, customary land tenure databases, the FAO Gender and Land Rights Database (GLRD), national agricultural censuses.*

Access to land ownership is vital for women's economic independence.

Monitoring this indicator is essential for addressing gender disparities in land rights, often reinforced by cultural norms. The AU Framework and Guidelines on Land Policy emphasize that strengthening women's land rights fosters gender equality and enhances agricultural productivity (African Union, ADB, and ECA, 2010). As UN Women (2019) notes, limited land rights result in economic disadvantages that perpetuate gender inequities in agriculture (p. 1). Additionally, the Guiding Principles on Large Scale Land Based Investments in Africa call for ensuring women's rights to land and resources, which are foundational for food security and sustainable development (African Union, ADB, and ECA, 2014). Collecting data on women's land ownership can inform policies to improve their control over resources, promoting both equality and economic growth in the agricultural sector.

Indicator 6: Financial inclusion

Percentage of female farmers and agripreneurs who received formal agricultural loans, digital financial services, or grants in the previous 12 months, disaggregated by loan size, repayment rate, and collateral type. *Country-based data sources: Central bank and microfinance reports, FinScope women and finance surveys, agricultural lending portfolios (commercial banks, savings and credit cooperative organizations [SACCOs]).*

This indicator is essential to evaluate gender-responsive investment and financial inclusion among women farmers. Access to credit can empower women by giving them the means to invest in their agricultural activities and improve productivity. In Tanzania, for example, women's participation in formal financial institutions has increased significantly in recent years, demonstrating the positive impacts of targeted financial services (FAO in Tanzania, 2023, xiv). Similar progress

has occurred in other countries, and the general conclusion is that measuring the impact of targeted financial services can be enhanced using mechanisms such as the WEAI guidelines and tools. Measuring access to credit in this way will help policymakers understand the barriers women face and track progress in financial empowerment initiatives.

Indicator 7: Ownership of agricultural assets

Percentage of women owning agricultural assets (livestock, machinery, irrigation equipment), disaggregated by type of asset and region. *Country-based data sources: Agricultural censuses, household surveys.*

Ownership of agricultural assets is linked to improved economic outcomes and sustainability. This indicator focuses on assessing whether women have access to and control over essential productive assets. According to Quisumbing et al. (2023), unequal access to male family labour significantly reduces women's agricultural productivity (p. 2). By documenting women's ownership levels, policymakers can identify gaps and formulate strategies to empower women through asset ownership and support programs tailored to their needs.

Indicator 8: Access to agricultural inputs by women

Percentage of women with access to key agricultural inputs, disaggregated by type of input and region. *Country-based data sources: Input supplier records, household surveys.*

Access to agricultural inputs is crucial for enhancing productivity. Tracking this indicator will clarify the extent of gender disparities in input access, which are often highlighted as critical factors in the gender productivity gap (Anderson et al., 2021, 194). UN Women (2019) emphasizes that gender differentials in the use of inputs are substantial,

affecting overall agricultural productivity (p. 2). Thus, monitoring this indicator can help inform interventions aimed at improving women's access to essential agricultural resources.

Influence in decision-making

Indicator 9: Women's participation in agricultural policy development

Agricultural policies developed in the previous three years that incorporated women's input (as verified through consultation processes, representation quotas, or gender-budgeting frameworks), and percentage of women participating in agricultural policy dialogue and decision-making processes at national, regional, and local levels, disaggregated by level of decision-making (policy formulation, implementation, monitoring). *Country-based data sources: Policy reviews by ministries of agriculture and gender, CAADP biennial review reports, minutes of parliamentary committee meetings, government subsidy distribution data, government reports on consultations.*

Measuring women's participation in policymaking ensures their voices are heard, particularly in agricultural governance. FAO in Tanzania (2023) highlights the need for legislative frameworks that support women's engagement in land administration systems and decision-making bodies, enabling greater representation in processes to address agricultural policy issues (p. 27). Anderson et al. (2021) further emphasize that increasing women's participation in decision-making can lead to improved household outcomes, suggesting that engaging women in policy discussions is crucial for creating more equitable agricultural policies (p. 194). Thus, this indicator is essential for fostering inclusive governance and addressing systemic gender inequalities.

Indicator 10: Influence of women on agricultural policy outcomes

Qualitative assessment of women's influence on agricultural policy outcomes (e.g., through content analysis of policy documents, interviews with policymakers). *Country-based data sources: Policy documents, interviews.*

This qualitative assessment is vital for understanding the real impact that women's involvement has on agricultural policy decisions. By evaluating policy documents, interviews, and the experiences of women in policy processes, this indicator reveals the effectiveness and influence of women's contributions to policy outcomes. Anderson et al. (2021) note that women's decision-making power in agriculture positively correlates with beneficial agricultural outcomes, signifying the importance of qualitative insights in understanding how women's input can shape policies in their favour (p. 195). This assessment can drive advocacy for more gender-sensitive policies.

Indicator 11: Targeted agricultural extension services for women

Percentage of agricultural extension services specifically targeting women (through, for example, focus groups and interviews with extension officers). *Country-based data sources: Extension service records, surveys.*

Monitoring the specific targeting of agricultural extension services for women is essential for identifying gaps in service delivery and ensuring that programs adequately meet women's needs. Qualitative research demonstrates that tailored extension services can significantly enhance women's empowerment by addressing their unique challenges (Anderson et al., 2021, 194). Hence, this indicator is necessary for shaping programs that effectively support women's agricultural development and resilience.

Impacts of cultural barriers

Indicator 12: Cultural restrictions on female farmers

Percentage of reported female farmers who experience restrictions in land inheritance, access to financial services, or participation in farmer cooperatives. *Country-based data sources: Household surveys and customary land tribunal data, FAO and World Bank Gender and Social Norms Database, measuring government behavioural change programming.*

This indicator assesses the cultural factors that constrain women's involvement in agriculture. By identifying discriminatory practices, policymakers can target interventions that address these barriers directly. According to UN Women (2019), entrenched gender norms can limit women's access to agricultural extension services and essential resources, ultimately hindering their productivity and economic empowerment (p. 2). Tracking these cultural practices is crucial for creating programs that challenge and transform these norms, enabling women to participate more fully in agricultural activities.

Indicator 13: Community attitudes towards women's participation in agriculture

Qualitative assessment of community attitudes towards women's participation in agriculture and leadership roles, disaggregated by age and gender. *Country-based data sources: Qualitative research, surveys.*

Understanding community attitudes is essential for fostering an environment where women can thrive in agriculture. This qualitative assessment reveals the perceptions and beliefs that shape women's participation and leadership in the sector. FAO in Tanzania (2023), for instance, illustrates that gender inequalities in Tanzania are rooted in patriarchal systems, often impacting

women's agency in agricultural contexts (p. v). By assessing these attitudes, policymakers can develop targeted outreach and education programs that seek to change perceptions and encourage the acceptance of women in agricultural roles.

Education and technology access

Indicator 14: Use of digital agriculture platforms

Proportion of female farmers using digital agriculture platforms (such as mobile weather alerts, e-extension services, digital credit, e-markets), disaggregated by digital literacy level and mobile phone ownership. *Country-based data sources: Mobile network operator reports (GSMA, Safaricom, MTN), FAO digital agriculture initiative.*

Access to ICTs is increasingly vital in modern agriculture for accessing markets, learning about innovation opportunities, and acquiring information (regarding, for example, climate and disaster risks, weather, soil fertility, and extension services). This indicator measures how effectively women can use technology to enhance their agricultural practices. Choruma et al. (2024) point out that although digital technologies have the potential to empower women, challenges like low digital literacy and access disparities remain significant barriers (p. 5). Thus, tracking this indicator enables policymakers to design capacity-building initiatives that facilitate women's engagement with technology, fostering their ability to participate competitively in the agricultural sector. An example is the information on Kenyan women farmers' access to mobile financial resources (The Human Account, 2025).

Impacts of climate change

Indicator 15: Impacts of climate change on women farmers

Percentage of women farmers who report climate change impacts on agricultural production and livelihoods, specifically their ability to feed their families.

Country-based data sources: Surveys, interviews, focus groups.

This indicator is vital for understanding the extent to which climate change poses challenges to women farmers, directly impacting food security and livelihood sustainability (African Union, 2023). Women are often the primary food producers in their households, making them particularly vulnerable to climate variability that affects crop yields and resource availability. Research shows that women farmers are disproportionately affected by climate-related shocks owing to limited access to resources, information, and decision-making power (FAO in Tanzania, 2023).

Indicator 16: Adaptive practices of women farmers in response to climate change

Percentage of women farmers who report adapting their agricultural practices as a result of climate change. *Country-based data sources: Surveys, agricultural extension service records.*

Monitoring this indicator will provide insights into the resilience and adaptive strategies employed by women in response to climatic change (African Union, 2023). Women in agriculture often innovate and adapt their practices to cope with changing environmental conditions, using traditional knowledge and community collaborations to enhance their resilience. Quisumbing et al. (2021) find that women's adaptive strategies, such as diversifying crops and investing in climate-resilient practices, are essential for ensuring food security and improving their agricultural productivity in the face of climate challenges.



5.

CRITICAL ASPECTS OF MEASURING FOR GENDER RESPONSE

Masu Wache of Uye women group, project participants in a food production response project supported by NORAD, in the women group farm in Dakabaricha, Marsabit, certified seeds, value addition training provided by PACIDA, an OXFAM Partner Organization/Micheck Kamau/Oxfam

CAADP stands as a cornerstone initiative of the African Union, aimed at significantly enhancing agricultural productivity and food security across the continent. Its success hinges on effectively addressing persistent gender inequalities that deeply affect the agricultural sector. While the program acknowledges the importance of gender, substantial gaps remain in its ability to effectively monitor and measure progress towards gender equality and women's empowerment, particularly within fragile contexts. This section examines the critical aspects of "measuring for gender response" within the incoming CAADP results framework (2026–2035), analysing existing challenges and proposing solutions to enhance the effectiveness of gender integration in agricultural development across Africa.

The imperative of measuring gender response in fragile contexts

The need to measure gender response within the new CAADP results framework stems from the understanding that gender inequalities significantly impact agricultural productivity and food security (Anderson et al., 2021). Just including women in agricultural programs is insufficient; true gender equality demands a focus on their meaningful participation, equal access to resources, and the elimination of systemic barriers that hinder their progress (Ayim et al., 2022). A robust measurement system is essential to accurately assess the impact of CAADP initiatives, identify areas for improvement, and hold stakeholders accountable for promoting gender equality. Adopting a data-driven approach enables evidence-based decision-making, facilitates the adaptation of strategies, and promotes

continuous improvements in agricultural policies and practices (Quisumbing et al., 2023). The overall aim is to ensure women's active participation in and equal benefits from agricultural development.

Fragility and data system weaknesses

Several critical challenges hinder effective measurement of gender response within the CAADP framework. The first major area consists of challenges in data collection. A persistent gap is the insufficient collection of data disaggregated by gender, a shortcoming that obscures crucial differences in men's and women's agricultural experiences and complicates targeted interventions (UN Women, 2019). Many national statistical systems fail to capture essential indicators required to track progress towards CAADP goals, such as access to finance, land tenure security, and technology adoption (FAO in Tanzania, 2023). Additionally, the spatial resolution of data is often inadequate, making it difficult to identify regions needing targeted support. The inconsistency in definitions and measurement units used across different ministries and agencies compromises data reliability.

The second challenge lies in data harmonization gaps. Addressing these requires strong coordination and collaboration among various government ministries, stakeholders, and research institutions. Technical capacity to process and analyse data is limited, so there is a need to invest in training and development of sophisticated data management systems (World Bank et al., 2015). Additionally, clear protocols for data sharing are frequently lacking, hindering collaboration among agencies,

and data may not be effectively disseminated or used to inform policy decisions.

Strategies for strengthening data systems

Addressing data collection and harmonization gaps necessitates a multipronged approach. This includes establishing a clear data framework that defines key CAADP indicators, harmonizing data collection methods across ministries, and developing a comprehensive data dictionary for consistent definitions and measurement units (Choruma et al., 2024). It is crucial to integrate CAADP indicators into national statistical systems, aligning them with existing frameworks to leverage data collection infrastructure. Enhancing data collection capacity requires investing in training programs for national statistical offices and related agencies. Developing clear protocols for data sharing can address privacy concerns while outlining methods for interagency collaboration (OECD, 2022).

Gender-specific indicators and the CAADP results framework

Integrating gender considerations into the CAADP results framework is paramount. This involves using specific gender-sensitive indicators to track progress towards achieving gender equality objectives (Quisumbing et al., 2023). Examples include participation indicators that track women's representation in various agricultural activities and leadership positions, as well as indicators monitoring access to essential agricultural resources, like land and credit (Nelson and Hill, 2019). It is also essential to quantify the care responsibilities of unpaid care work, assessing how this work impacts women's ability to participate in agricultural activities.

Furthermore, qualitative indicators should evaluate the influence of cultural norms on women's access to resources and decision-making power. By tracking the success of initiatives aimed at challenging harmful cultural practices, these measures will help address the systemic factors contributing to gender inequality (UN Women, 2019).

A close-up photograph of a woman, Veronica, standing in a lush maize field. She is wearing a grey headwrap and a white shirt with a brown and orange floral pattern. She is holding several ears of yellow maize in her hands. The background is filled with tall green maize plants under bright sunlight.

6.

RECOMMENDATIONS FOR ADDRESSING GENDER GAPS IN THE CAADP FRAMEWORK

Veronica, farmer in Makeni, Lusaka, Zambia grows maize, rape, chili, cabbage, beans, pumpkin leaves, cassava and sweet potatoes/Loliwe Phiri/Oxfam

Deliberately engage women's rights constituents in policy discourse

To address the underrepresentation of women in CAADP policy discussions, it is essential to implement structured mechanisms that integrate women's perspectives into policy formulation and decision-making processes (African Union, 2015, 25, 41, 42; African Union, 2005, 12, 17). This can be achieved by actively engaging women's rights constituents and leveraging the authority of parliamentarians to advocate for inclusive agricultural policies. By fostering connections between grassroots movements and national policy discussions, parliamentarians can prioritize women's experiences and needs in legislation. Additionally, these leaders should champion reforms that promote gender-sensitive policies and create dedicated spaces for women's participation at all levels of decision-making. Engaging key stakeholders, including through initiatives like FAO Parliamentary Alliances, will enhance accountability and strengthen the legislative framework necessary for advancing gender equality within the CAADP results framework, ultimately driving more effective and inclusive agricultural development outcomes.

Implement rigorous and measurable capacity-strengthening frameworks

To effectively empower women in agriculture, it is imperative to implement rigorous and measurable capacity-strengthening frameworks that address their specific educational and training needs. The African Union, national governments, donor agencies, and civil society organizations should collaboratively develop a phased

implementation plan. The first phase should include a comprehensive needs assessment to identify barriers to women's access to agricultural education, followed by partnerships to design gender-sensitive curricula (Anderson et al., 2021, 194). The second phase should consist of pilot programs in select regions focusing on practical skills and incorporating systems for data collection and feedback to evaluate effectiveness. Lastly, the third phase should scale successful programs to additional regions, ensuring ongoing evaluation to adapt educational frameworks based on real-world experiences and labour market demands, paired with the development of accreditation systems to recognize and validate the skills acquired by women. By executing this targeted recommendation, stakeholders can significantly enhance women's educational opportunities and their involvement in agricultural development, fostering sustainable growth across Africa.

Enhance participatory action in gender-responsive agricultural governance

To foster gender-responsive agricultural governance, it is essential to implement a participatory action approach that actively involves women in policy development and review processes. Establishing a gender-responsive public participation protocol, similar to Rwanda's National Gender Policy, is crucial for recognizing and addressing the intersectional challenges that impede women's engagement in these critical areas (Government of Rwanda, 2021). These challenges—such as cultural norms, socioeconomic barriers, and inadequate access to information—significantly limit women's effective participation in agricultural governance (African Union, 2015, 25; UN Women, 2021, 47).

Integrating a gender-responsive public participation protocol will ensure that women's voices are heard and their needs are prioritized during agricultural policy formulation, ultimately leading to more inclusive and effective governance structures. As articulated in the Maputo Protocol, women's active involvement in decision-making is critical for realizing their rights and promoting sustainable development (African Union, 2005, Article 12). By implementing policies that facilitate women's participation and consider the intersectionality of their experiences, agricultural governance can become more equitable and responsive to the diverse needs of all stakeholders.

The African Union and national governments must collaborate to adopt a gender-responsive public participation protocol at regional and local levels. This should involve a phased implementation plan, beginning with a focus on stakeholder mapping and capacity strengthening for women's organizations in the first phase. The second phase should launch pilot participatory governance initiatives in select regions to gather data and refine the approach. Finally, the third phase should scale successful initiatives across broader regions, supported by ongoing training and evaluation to enhance participation and ensure responsiveness to women's needs in agricultural governance.

Adopt a robust framework for women's economic empowerment in agriculture

To effectively promote women's economic empowerment in agriculture, it is crucial to adopt a robust women's economic empowerment framework that specifically addresses the unique financial needs of women. The outgoing

CAADP results framework currently falls short in integrating strategies that consider these needs, which include overcoming discriminatory practices in the financial sector, insufficient access to collateral, and a lack of financial literacy (African Union, 2014, 3). Addressing these financial barriers is vital for enhancing women's economic participation in agriculture.

The Maputo Protocol underscores the necessity of ensuring that women have equal rights to access economic resources, including credit and property, which are essential for promoting their empowerment (African Union, 2005, Article 20). By grounding financial access strategies in the principles articulated in the Maputo Protocol, stakeholders can develop targeted initiatives that tackle systemic barriers preventing women from fully engaging in agricultural activities and realizing their potential. Such an approach will ultimately strengthen agricultural communities by facilitating women's full economic participation and enhancing their contributions to food security and rural development across the continent.

The African Union, national governments, and financial institutions must collaborate to establish and implement this women's economic empowerment framework. The phased implementation plan should begin with an assessment of financial barriers and gaps in support for women in the first phase. The second phase should focus on developing and piloting targeted financial literacy programs and tailored financial products in key regions. Finally, the third phase should involve scaling successful initiatives nationwide, with ongoing monitoring to evaluate effectiveness and adapt strategies, ensuring that women's economic empowerment in agriculture is realized across Africa.

Apply a human-centric approach to developing culturally sensitive gender responses in agriculture (OR: agricultural transformation)

To effectively enhance women's engagement in agricultural activities, it is essential to apply a human-centric approach, led by the affected demographic groups, that acknowledges and addresses unpaid care work and cultural barriers. Household and caregiving responsibilities significantly limit women's time and energy for agricultural endeavours, which in turn reduces their participation and productivity within agri-value chains (AU Gender Equality Strategy, 2024, 20, 27). Recognizing the implications of unrecognized labour is crucial, as failure to do so undermines gender equality initiatives and restricts women's engagement in agriculture.

Cultural norms and societal expectations exacerbate these challenges, influencing women's participation in agriculture and limiting their access to resources and opportunities. The Maputo Protocol calls for member states to reform harmful cultural practices that hinder women's involvement (African Union, 2005, 7), but the new CAADP results framework often neglects to address these cultural barriers. Creating supportive environments where women can thrive in agricultural roles while balancing caregiving responsibilities is thus paramount.

To implement this human-centric approach, the African Union, national governments, and civil society organizations must collaborate on a phased implementation plan. The first phase should focus on conducting comprehensive gender assessments to identify specific cultural practices and care workloads affecting women

in agriculture. The second phase should involve developing targeted policies and awareness campaigns that encourage equitable sharing of unpaid care responsibilities, alongside training programs for both men and women to foster supportive household dynamics. Finally, the third phase should scale successful policies and programs, establishing ongoing evaluation mechanisms to track their impact on women's productivity and participation in agriculture, ensuring continuous collaboration and engagement with all stakeholders involved.

Integrate key frameworks into CAADP's monitoring system

To ensure that CAADP effectively addresses gender equality and promotes women's empowerment in agricultural development, it is imperative to establish clear strategies for integrating key frameworks into CAADP's monitoring system. This section outlines specific pathways for implementing each framework referenced in the report, thereby enhancing accountability and enabling rigorous data collection and analysis.

- **AU Agenda 2063.** CAADP should align its monitoring system with the objectives outlined in Agenda 2063 by establishing specific indicators that reflect progress towards gender equality and women's empowerment. This includes creating a direct link between agricultural sector performance metrics and gender-related outcomes, such as women's participation in leadership roles or access to resources. Regular reporting against these indicators will ensure that commitments to gender equality are quantitatively assessed.

- **AU Strategy for Gender Equality and Women's Empowerment.**
To incorporate the goals of this strategy, CAADP should implement a framework for tracking gender-responsive interventions across agricultural policies. This can involve integrating gender-sensitive indicators into the AATS to monitor outcomes specifically related to women's access to education, finance, and agricultural resources.
- **Malabo Declaration:** CAADP should develop gender-specific targets under the Malabo Declaration to track commitments made by member states regarding women's access to land and resources. This involves establishing clear guidelines for evaluating gender-responsive budgeting and investment strategies that directly impact women's economic empowerment in agriculture. Regular assessments should be conducted to measure compliance with these gender commitments.
- **Maputo Protocol:** In alignment with the Maputo Protocol, CAADP must include provisions for tracking women's rights and contributions to food security within its monitoring framework. This can be achieved by incorporating gender-sensitive indicators related to land tenure, access to resources, and women's involvement in policy processes. Using qualitative assessments to evaluate the impacts of cultural norms and practices on women's agricultural participation can provide a deeper understanding of barriers faced.
- **Solemn Declaration on Gender Equality:** CAADP should develop specific metrics to assess women's representation in governance and policymaking processes within the agricultural sector. This entails implementing accountability mechanisms that gauge the effectiveness of interventions designed to foster women's leadership, create mentorship programs, and support women in decision-making roles.
- **AU Climate Change and Resilient Development Strategy and Action Plan:** CAADP's monitoring system must incorporate climate-related gender-sensitive indicators to evaluate how climate change affects women farmers. Establishing a framework for tracking adaptive strategies employed by women in agriculture while assessing barriers to their involvement in climate resilience initiatives will enhance the intersectionality of gender and climate change issues within agricultural development policies.
- **UN Women Generation Equality Forum Action Agenda:** CAADP should align its policies with the principles of the Generation Equality Forum by committing to the regular assessment of gender-sensitive policies across agricultural programs. This includes evaluating the implementation of laws and reforms that support gender equality and enhancing accountability by tracking the participation of women in agricultural decision-making processes.



7. CONCLUSION

Yalimamy and Melvina, Members of FEMINET work on their cassava farm in Port Loko/Nana Kofi Acquah/Oxfam

The analysis of the outgoing CAADP results framework reveals significant gender inequities that hinder its effectiveness in promoting agricultural growth and transformation across Africa. Despite the framework's intention to integrate gender considerations, persistent barriers such as inadequate gender-disaggregated data, ineffective engagement in policy formulation, limited access to financial resources, educational and training gaps, cultural constraints, and insufficient support for women's leadership remain prevalent. Addressing these challenges is essential for ensuring that women, particularly marginalized smallholder farmers and female entrepreneurs, can fully participate in and contribute to agricultural development.

The proposed framework of 16 gender-sensitive indicators provides a structured approach to monitoring and understanding the multifaceted dimensions of gender in agriculture. These indicators aim to track women's participation, access to resources, influence in decision-making, impact of cultural barriers, and educational access, ultimately enabling policymakers to design targeted interventions that promote gender equality.

To enhance the impact of the CAADP results framework, it is also crucial to align it with the objectives of other continent-wide frameworks by implementing the following recommendations: engage women's rights constituents in policy discourse (AU Agenda 2063), develop rigorous capacity-building initiatives (AU Strategy for Gender Equality and Women's Empowerment), adopt a robust women's economic empowerment framework (Malabo Declaration), apply a human-centric approach to address cultural

barriers (Maputo Protocol), and foster participatory governance structures that prioritize women's voices (Generation Equality Forum Action). Additionally, strengthening data collection systems and harmonizing processes will enable better measurement of gender response and facilitate informed decision-making (AU Strategy for Gender Equality and Women's Empowerment).

In conclusion, by actively addressing systemic gender gaps and embedding gender-responsive strategies within the new CAADP results framework, Africa can realize the potential of women in agriculture, foster inclusive growth, and enhance food security for all (African Union, 2015). The successful implementation of these recommendations will contribute not only to individual empowerment but also to the broader goal of sustainable agricultural development across the continent, thereby aligning with Africa's strategic aspirations articulated in frameworks such as Agenda 2063 and the Malabo Declaration.

Therefore, there is an urgent need for all stakeholders—governments, civil society, development partners, and the private sector—to prioritize the integration of these gender-responsive strategies into actionable plans. Immediate next steps should include convening multistakeholder dialogues to establish clear timelines and accountability mechanisms for implementing these recommendations. By fostering collaboration and commitment to these changes, Africa can catalyse transformative progress towards gender equality in agriculture, ultimately benefiting not just women, but entire communities and economies across the continent.

REFERENCES

- ActionAid. (2018). *Framework 2018: Gender-Responsive Public Services*. Johannesburg: Actionaid. https://actionaid.org/sites/default/files/grps_2018_online.pdf
- AFAAS (African Forum for Agricultural Advisory Services). (n.d.). "Gender Integration in AFAAS Policy in the Framework of CAADP." <https://www.afaas-africa.org/gender-integration-in-afaas-policy-in-the-framework-of-caadp/>. Accessed 23 December 2024.
- African Union. (2004). "Solemn Declaration on Gender Equality in Africa." Addis Ababa. https://www.mrfcj.org/pdf/Solemn_Declaration_on_Gender_Equality_in_Africa.pdf
- African Union. (2005). "Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa." Addis Ababa. https://au.int/sites/default/files/treaties/37077-treaty-charter_on_rights_of_women_in_africa.pdf
- African Union. (2014). *Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods*. Addis Ababa. https://www.resakss.org/sites/default/files/Malabo%20Declaration%20on%20Agriculture_2014_11%2026-.pdf
- African Union. (2015). *Agenda 2063: The Africa We Want: Framework Document*. Addis Ababa. https://au.int/sites/default/files/documents/33126-doc-framework_document_book.pdf
- African Union. (2018). "African Union Launches Africa Agriculture Transformation Scorecard (AATS) – A Revolutionary New Tool to Drive Agricultural Productivity and Development." Press release, January 29. <https://au.int/en/pressreleases/20180129/african-union-launches-africa-agriculture-transformation-scorecard-aats-%E2%80%93>
- African Union. (2019). *AU Strategy for Gender Equality and Women's Empowerment: 2018–2028*. Addis Ababa. https://au.int/sites/default/files/documents/36195-doc-52569_au_strategy_eng_high.pdf
- African Union. (2023). *African Union Climate Change and Resilient Development Strategy and Action Plan (2022–2032)*. Addis Ababa. <https://au.int/en/documents/20220628/african-union-climate-change-and-resilient-development-strategy-and-action-plan>
- African Union. (2024). *CAADP Strategy and Action Plan: 2026–2035 (Building Resilient Agri-Food Systems in Africa)*. Addis Ababa.
- African Union, ADB (African Development Bank), and ECA (Economic Commission for Africa). (2010). *Framework and Guidelines on Land Policy in Africa*. Addis Ababa. https://au.int/sites/default/files/documents/30239-doc-framework_and_guidelines_on_land_policy_in_africa.pdf
- African Union, ADB (African Development Bank), and ECA (Economic Commission for Africa). (2014). *Guiding Principles on Large Scale Land Based Investments in Africa*. Addis Ababa. https://archive.uneca.org/sites/default/files/uploaded-documents/LPI/guiding_principles_eng_rev_era_size.pdf
- Anderson, C. L., T. W. Reynolds, P. Biscaye, V. Patwardhan, and C. Schmidt. (2021). "Economic Benefits of Empowering Women in Agriculture: Assumptions and Evidence." *Journal of Development Studies*, 57(2), 193–208. <https://www.tandfonline.com/doi/full/10.1080/00220388.2020.1769071>
- AUC (African Union Commission) and NEPAD Planning and Coordination Agency. (2015). *The CAADP Results Framework: 2015–2025*. Addis Ababa.
- Ayim, C., A. Kassahun, C. Addison, and B. Tekinerdogan. (2022). "Adoption of ICT Innovations in the
- Agriculture Sector in Africa: A Review of the Literature." *Agriculture and Food Security*, 11(22). <https://agricultureandfoodsecurity.biomedcentral.com/articles/10.1186/s40066-022-00364-7>

- Choruma, D. J., T. L. Dirwai, M. J. Mutenje, M. Mustafa, V. G. P. Chimonyo, I. Jacobs-Mata, and T. Mabhaudhi. (2024). "Digitalisation in Agriculture: A Scoping Review of Technologies in Practice, Challenges, and Opportunities for Smallholder Farmers in Sub-Saharan Africa." *Journal of Agriculture and Food Research*, 18, 101286. <https://www.sciencedirect.com/science/article/pii/S2666154324003235>
- Deininger, K., S. Savastano, and F. Xia. (2017). "Smallholders' Land Access in Sub-Saharan Africa: A New Landscape?" *Food Policy*, 67, 78–92. <https://pmc.ncbi.nlm.nih.gov/articles/PMC5384435/>
- FAO (Food and Agriculture Organization of the United Nations) in Tanzania. (2023). *National Gender Profile of Agriculture and Rural Livelihoods: United Republic of Tanzania*. Dar es Salaam. <https://openknowledge.fao.org/server/api/core/bitstreams/1a244b21-a98e-4445-a1de-d5c4040ca87d/content>
- Government of Rwanda. (2021). *Revised National Gender Policy*. Kigali: Ministry of Gender and Family Promotion. https://www.migeprof.gov.rw/fileadmin/user_upload/Migeprof/Publications/Guidelines/Revised_National_Gender_Policy-2021.pdf
- IFPRI (International Food Policy Research Institute). (2025). "Guides and Instruments [Women's Empowerment in Agriculture Index [WEAI]]." Accessed 12 February 2025. <https://weai.ifpri.info/weai-resource-center/guides-and-instruments/>
- Nelson, S., and C. Hill. (2019). *Gender in Adaptation Planning for the Agriculture Sectors: Guide for Trainers*. Rome and Bangkok: Food and Agriculture Organization of the United Nations and United Nations Development Programme. <https://adaptecca.es/sites/default/files/documentos/ca7088en.pdf>
- OECD (Organisation for Economic Co-operation and Development). (2022). *States of Fragility 2022*. Paris. https://www.oecd.org/content/dam/oecd/en/publications/reports/2022/09/states-of-fragility-2022_9ee73e08/c7fedf5e-en.pdf
- Quisumbing, A., J. Heckert, S. Faas, G. Ramani, K. Raghunathan, H. Malapit, and The pro-WEAI for
- Market Inclusion Study Team. (2021). "Women's Empowerment and Gender Equality in Agricultural Value Chains: Evidence from Four Countries in Asia and Africa." *Springer Nature*, 13, 1101–24. <https://link.springer.com/article/10.1007/s12571-021-01193-5>
- Quisumbing, A., S. Cole, M. Elias, S. Faas, A. Galie, H. Malapit, R. Meinzen-Dick, E. Myers, G. Seymour,
- and J. Twyman. (2023). "Measuring Women's Empowerment in Agriculture: Innovations and Evidence." *Global Food Security*, 38, 100707. <https://www.sciencedirect.com/science/article/pii/S2211912423000378>
- The Human Account. (2025). "Kenya Women Farmers." Accessed 12 March 2025. <https://www.thehumanaccount.com/kenya-women-farmers>
- UN Women. (2019). *The Gender Gap in Agricultural Productivity in Sub-Saharan Africa: Causes, Costs, and Solutions*. Policy Brief no. 11. New York. <https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/Library/Publications/2019/UN-Women-Policy-brief-11-The-gender-gap-in-agricultural-productivity-in-sub-Saharan-Africa-en.pdf>
- UN Women. (2021). *Action Coalitions: Global Acceleration Plan*. New York. <https://commitments.generationequality.org/sites/default/files/2022-09/UNW-GAP-Report-EN-web.pdf>
- World Bank Group. (2017). "Agriculture in Africa: Telling Facts from Myths." Accessed 5 February 2025. <https://www.worldbank.org/en/programs/africa-myths-and-facts#1>
- World Bank Group, FAO (Food and Agriculture Organization of the United Nations), and IFAD (International Fund for Agricultural Development). (2015). *Gender in Climate-Smart Agriculture: Module 18 for the Gender in Agriculture Sourcebook*. Washington, DC, and Rome. <https://documents1.worldbank.org/curated/en/654451468190785156/pdf/99505-REVISED-Box393228B-PUBLIC-Gender-and-Climate-Smart-AG-WEB-3.pdf>

About Oxfam

Oxfam is a global movement of people who are fighting inequality to end poverty and injustice. We are working across regions in more than 70 countries, with thousands of partners, and allies, supporting communities to build better lives for themselves, grow resilience and protect lives and livelihoods also in times of crisis. Please write to any of the agencies for further information or visit www.oxfam.org.

Oxfam America (www.oxfamamerica.org)

Oxfam Aotearoa (www.oxfam.org.nz)

Oxfam Australia (www.oxfam.org.au)

Oxfam-in-Belgium (www.oxfamsol.be)

Oxfam Brasil (www.oxfam.org.br)

Oxfam Canada (www.oxfam.ca)

Oxfam Colombia (www.oxfamcolombia.org)

Oxfam France (www.oxfamfrance.org)

Oxfam Germany (www.oxfam.de)

Oxfam GB (www.oxfam.org.uk)

Oxfam Hong Kong (www.oxfam.org.hk)

Oxfam Denmark (www.oxfam.dk)

Oxfam India (www.oxfamindia.org)

Oxfam Intermón (Spain) (www.oxfamintermon.org)

Oxfam Ireland (www.oxfamireland.org)

Oxfam Italy (www.oxfamitalia.org)

Oxfam Mexico (www.oxfammexico.org)

Oxfam Novib (Netherlands) (www.oxfamnovib.nl)

Oxfam Québec (www.oxfam.qc.ca)

Oxfam South Africa (www.oxfam.org.za)

Oxfam KEDV (www.kedv.org.tr)



OXFAM