



ECONOMIC GOVERNANCE PROGRAMME

**CONFERENCE ON SMALL-SCALE
AGRICULTURE IN SOUTHERN AFRICA,
HELD IN FOURWAYS, JOHANNESBURG,
NOVEMBER 2009**

FINAL REPORT

The Public Expenditure and Smallholder Agriculture project is part of the Economic Governance Programme (EGP) within Idasa

The Public Expenditure and Smallholder Agriculture project:

The “Public Expenditure and Smallholder Agriculture” project aims to ensure a holistic approach towards agriculture that encompasses the intertwining of policy and budget imperatives in order to achieve the desired effect of prioritising and increasing small-scale farmer participation in the policymaking process. The end goal of the project involves recognising that for agriculture value laden processes to be effective in an African context, the role of small-scale farmers needs to be mainstreamed starting from monitoring public budget allocation and expenditure on agriculture to networking at regional and international platforms with sectoral agents of change. The project works in nine African countries (Malawi, Zambia, Senegal, Mozambique, Tanzania, Mali, Liberia, Ghana and Uganda) and at country level, specified Civil Society Organisations (CSOs) have been primarily designated to operationalise the project in terms of capacity building, networking, lobbying and advocacy intervention efforts.

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Preface

I arrived at this conference having just visited the Republic of Korea. This is a country that fifty years ago was devastated by war, had had its centuries-old agricultural tradition completely disrupted and was facing famine. The United Nations and humanitarian agencies were providing food to queues of hungry people.

A national commitment to the protection and support of farmers – and the treatment of their staple food, rice, as a strategic asset – finds the highly developed and wealthy society celebrating their surpluses with the rice wine that was once banned for its potential to divert grain from the food that was required.

The Korean story is a complex one, but the trajectory from famine to plenty within one lifetime should be a source of hope to Africans. This conference insists on the important relationship between government policy, and in particular the prioritisation that occurs with national expenditure frameworks or budgets, and citizens to ensure that life does get better and continues to get better.

It insists that those most intimately involved in agriculture and food production have a voice and that this voice can be amplified with the appropriate support from organised civil society.

In the report, to which will shortly be added a publication, an important range of stakeholders discuss and produce recommendations on the best way forward to achieve the goals of food security, agricultural growth and rural development.

It is unjust that Africans continue to starve and small-scale farmers to scratch for an existence on a continent with such great potential, and in a global environment of high food prices. As an institute we commend the work of those who attended the conference to all those who have a concern to set this right and ensure it remains right.

Paul Graham, Executive Director of Idasa

March 2010

Introduction

Idasa's Public Expenditure and Smallholder Agriculture Project held a conference with the theme, *Governance and Small Scale Agriculture in Southern Africa*, from November 9-11, 2009. The aim of the conference was to facilitate deliberations on topical agriculture-related issues that affect the Southern Africa region. The conference brought together civil society organisations, the public sector and other stakeholders to engage in continued debates on development in Africa, and the role of small-scale agriculture in eradicating hunger and poverty.

African states are signatories to the Maputo Declaration of 2003. Under the Maputo Declaration, heads of state of the African Union recognise that it is the responsibility of Africa to invigorate its agricultural sector, increase food production and ensure economic prosperity and the welfare of its people by guaranteeing sustainable food security. Under the declaration, the heads of state acknowledged that 30% of the continent's population is chronically and severely undernourished. They also recognise that the continent is a net importer of food and the largest recipient of food aid in the world.

To address this dire situation and achieve food sufficiency, food security and economic growth on the continent, the leaders have committed themselves to implement the Comprehensive Africa Agricultural Development Programme (CAADP), which provides a framework for restoring food security, agricultural growth and rural development in Africa. To achieve these goals, the heads of states agreed to adopt sound agriculture and rural development policies. African leaders also agreed to commit their governments to allocating at least 10% of their national budgets for the implementation of CAADP within 5 years.

It is now more than more than five years since the signing of the Maputo Declaration. Globally, the Millennium Development Goal of reducing by half the number of people suffering from hunger and poverty by 2015 is halfway through. Yet, development in Africa and the goal of taking its citizens out of poverty leaves a lot to be desired. It is against this backdrop that the conference sought to highlight the gains and challenges faced by the continent in achieving these goals.

The conference brought together Idasa partners from Southern, Eastern, Central and Western Africa who are involved in advocacy, capacity building, and lobbying. Participants also included other stakeholders involved in agriculture and rural development. The discussions centred on the sub-themes of the conference which were:

Sub-Theme 1: Priorities for Investment in Agriculture

This sub-theme explored lessons and best practices that are emerging from work done on prioritisation and sequencing of agriculture-based investments to achieve pro-poor outcomes.

Sub-Theme 2: Trends in Public Expenditure and Small-Scale Farming

This sub-theme focused on the trends in public expenditure on agriculture and the nature and magnitude of its impact on small-scale agriculture. Highlighted was the importance and impact of good governance in the formulation of agricultural policies and budgets.

Sub-Theme 3: Stakeholder Participation in Agriculture Policy

This sub-theme explored models of stakeholder participation in agricultural policymaking processes and distilled key lessons on making these more effective. In focus, was the need for greater involvement by small-scale farmers and vulnerable groups such as women, youth and rural communities in the policy process.

The conference was a forum for discussion using case studies and best practice studies, regionally and internationally, as well as the experiences of farmers and civil organisations. Recommendations and the way forward for policy makers, advocacy groups and other stakeholders were highlighted.

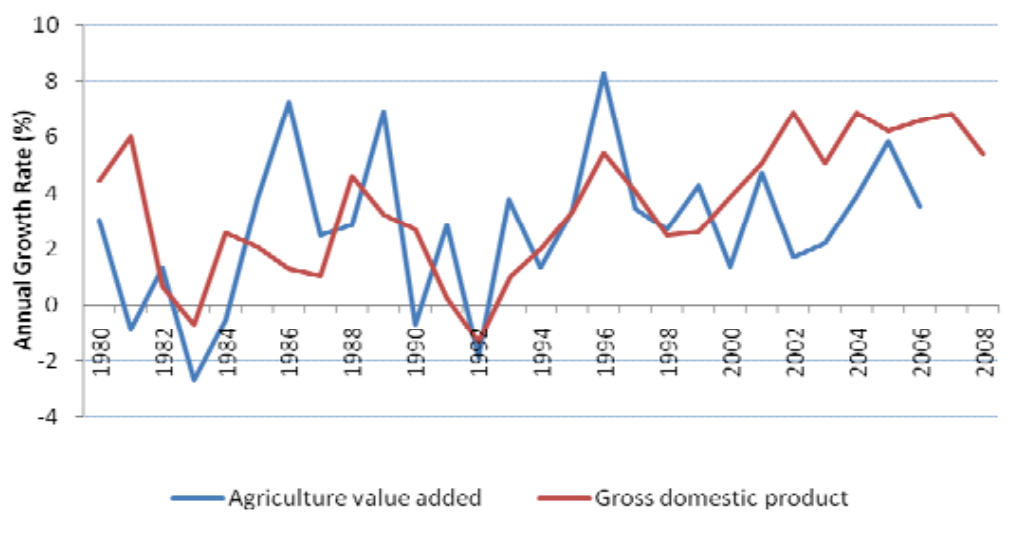
Keynote speakers

Key addresses were made by industry experts, public officials and advocates for small-holder farmers. The role of good governance was noted as key to Africa's agricultural sector development, economic development, and the achievement of sustainable food security. Idasa's executive director, Paul Graham, gave Korea as an example of a country that produces surplus rice and is encouraging the production of rice wine for export. In Africa, Malawi provided evidence of political will and good governance in the development of agriculture to improve food sufficiency, food security and poverty alleviation.

These countries show that it is possible for nations that are coming out of war, instability, as well as dependency on food aid and the international community to be self-sufficient and feed their people. However, to achieve this, the commitments to which African nations are signatory, must be adhered to and implemented.

Africa relies heavily on agriculture, particularly small-scale agriculture, for its survival. In addition, agriculture is intrinsically linked to the economy of Africa. Figure 1 illustrates this link by demonstrating how agricultural increase or downturn is associated with the growth or decline of Sub-Saharan Africa's GDP.

Figure 1: GDP and Agricultural Growth in Sub-Saharan Africa (1980-2008)



Source: *Badiane (2008)*¹.

However, as argued by Archbishop Njongonkulu Ndungane, founder of African Monitor, it is unfortunate that a sector that feeds both the rich and the poor and is a backbone of economies, contributing highly to national GDPs, receives less than 10% of most of Africa's national budgets.

Today, the importance of small-scale agriculture is gaining prominence and priority, even in countries such as South Africa that have traditionally focused on larger agricultural projects in its budgetary allocations. This shift in policy has seen the creation of the Ministry of Rural Development and Land Reform under the current administration. Key priority areas in this ministry are rural development, agrarian transformation and land reform to ensure sustainable livelihoods.

Africa has vast agricultural potential and opportunities for growth. However, to achieve this growth, the challenges facing Africa have to be addressed. The participants identified insecurity, poor governance and corruption among the problems that divert resources away from agriculture. Other challenges include lack of access to credit for smallholder farmers, low investment in infrastructure and poor market access. Issues around rural-urban migration, high levels of rural poverty, climate change and environmental degradation, as well as low participation of smallholder farmers in the agricultural policy process were also highlighted as challenges facing the development of agriculture in Africa.

To address these challenges, the participants noted that political will and commitment to development was crucial. In addition, the participation of all stakeholders in the identification, formulation and implementation of agricultural policies or programmes was necessary. This process should include women, who are often not well represented in the process. Governments must also honour their commitment to agriculture in budget allocations and implementation. Civic organisations were also cautioned not to be antagonistic towards governments as they are a major stakeholder. Instead, for agricultural progress to be realised, it is important for CSOs to create relationships and work with the government of the day.

Africa has the potential to be food secure. With its vast natural resources, it is unfortunate that hunger and poverty persist. Thus a key indicator of good governance among African countries would be when a government successfully feeds its nation. In addition, to ensure continuation from one administration to another, sound agricultural policies should not be politicised.

Amidst the challenges faced, Africa has made strides towards agricultural development. These were presented as case studies categorised under the conference themes. Case studies from across Southern Africa pointed to the progress made and challenges faced. Possibilities in areas of investment in agriculture, public spending and stakeholder participation were also presented.

Sub-Theme 1: Priorities of Investment in Agriculture

This sub-theme aimed to explore the lessons and best practice on work done on agriculture-based investment to achieve pro-poor outcomes. Several areas were identified as being critical to the development of the sector.

Firstly, physical infrastructure is crucial for development. Unfortunately, many African countries have dilapidated or no infrastructure necessary for growth in the sector. Investment is required in good road networks, and feeder roads necessary for the transportation of fresh produce from farms to markets. In addition, as agriculture in Africa is heavily reliant on rainfall, and with increasing rainfall failure, the construction of modern irrigation systems is necessary to harness water from rain and water bodies. This in turn improves production on existing agricultural land and creates opportunities for new agricultural production.

Secondly, to improve agricultural production, there is need for investment in the mechanisation or modernisation of agriculture production among smallholder farmers. Many smallholder farmers continue to use traditional methods of farming which are often slow and do not optimally utilise available agricultural land. To improve agricultural production beyond subsistence farming, investment in modern mechanisation is required in the entire production process, including storage facilities and factories.

Thirdly, investment in research and development is important for the growth of the sector. It is vital for researchers and implementers to have input from farmers in identifying the needs and appropriate technology for development, for example when improving seeds and yields. In addition, there is need for investment in ICTs such as mobile phones and the internet. These mediums are increasingly being used to share information about these technologies and to gain access to markets.

Finally, rural to urban migration, because of a lack of facilities such as social services, has had negative effects on the agriculture sector. To address this, there is need for investment in social infrastructure and institutions in rural areas such as health centres, schools, and recreation facilities.

The main challenge facing investment in agriculture is a lack of funding. This is because these investments are often capital intensive and, unfortunately, many African governments lack sufficient capital to fund these investments. It is therefore important for partnerships to be forged between the public and private sector. Private-Public Partnerships for investment agriculture can contribute to economic growth and poverty reduction.

Sub-Theme 2: Trends in Public Expenditure and Small-Scale Farming

This theme focused on the trends in public expenditure and the nature and magnitude of its impact on small-scale agriculture. To explain public expenditure trends better, country case studies from Southern Africa were presented.

Malawi²

Malawi featured prominently throughout the conference as an example of political commitment to the growth and development of the agricultural sector. Good governance in Malawi has resulted in better revenue collection. This in turn has enabled the government to increase budget allocation to the agricultural sector, and implement smallholder productivity enhancement programmes such as the current input subsidy programme that began 2005.

With smallholder farming a means of livelihood for 80% of the population, agriculture in Malawi is a priority in its macro-economic growth strategy. Agriculture currently contributes 34% to the GDP. The government's national budget allocation to the agricultural sector is presently over 10% and is divided into recurrent spend and development spend. The recurrent budget supports agricultural subsidies and the state grain handling agency while development expenditure funds activities to cater for implementation of agricultural extension.

Figure 2 illustrates the growth of public expenditure in agriculture from the 1999/2000 budget to the 2006/2007 budget.

Year	99/00	00/01	01/02	02/03	03/04	04/05	05/06	06/07
% of agriculture expenditure to national expenditure	7.1	6.7	4.4	7.2	6.8	12.6	17.1	14.35
Total agri. exp. as % agri. GDP	44.1	29.4	30.5	3.2	2.6	4.7	19.3	14.2
% growth rates for agriculture	10.1	5.3	6.0	2.7	3.7	2.8	8.5	11.9

Source: R. Kainga (2009).

The positive impact of the input subsidy programme has been substantial both economically and socially for the beneficiaries of the programme. Apart from increased yields with the use of subsidised fertilizer, there is increased access to cash resulting in other types of productive investments such as livestock. Resource-poor farmers are also able to invest in and implement new technologies that are subsidised, thereby improving agricultural production.

Although there have been substantial gains made by the government of Malawi in the development of agriculture, there are major challenges affecting this sector that require substantial government spending for greater growth to be realised. There has been low investment in access

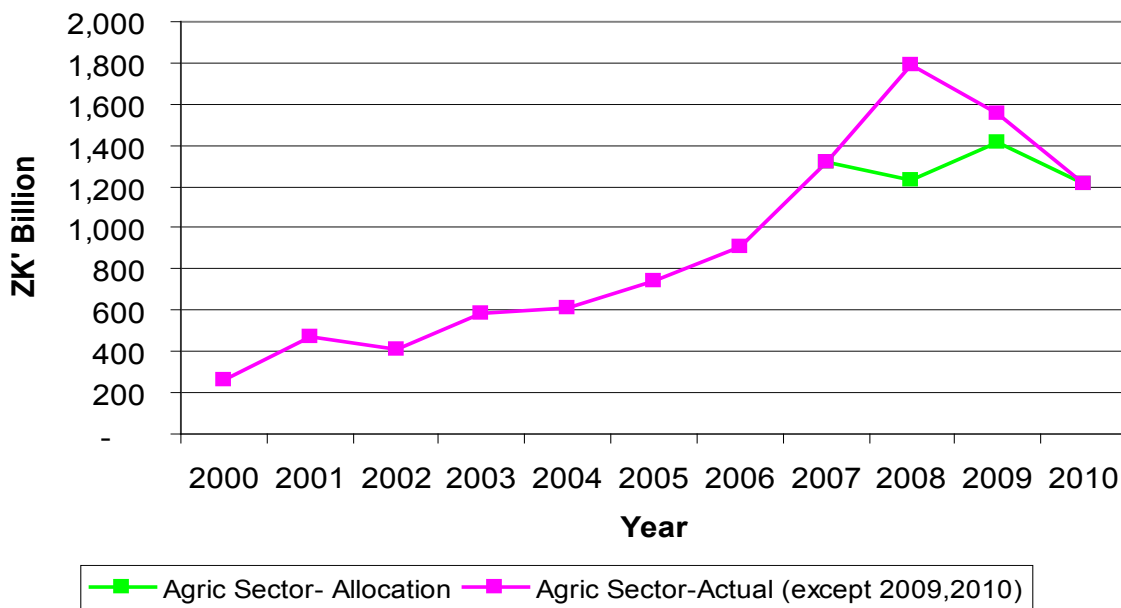
to markets, leading to high post-production losses. Investment is also required in extension services, transport for staff, research services, market development and the development of irrigation. The situation is further exacerbated by high levels of poverty.

Zambia³

Agriculture is a priority in Zambia's national budget spending. In the 2008/2009 budget, allocation to agriculture stood at 12.5% of the national budget. The poverty reduction programme receives 45% of the agricultural budget. This programme continues to be maize-centred and dominated by Fertilizer Support Programme (FSP) and the Food Reserve Agency. Fifty-seven percent of this expenditure was allocated to the Fertilizer Support Programme in the 2008/2009 budget. This has increased to 76% in the 2009/2010 budget and 14% to input subsidies.

Figure 3 shows growth in national budget allocation to the agricultural sector over the period 2001-2010.

Figure 3: Overall Agricultural Budget 2001 – 2010



Source: Government of Zambia (2009)⁴

Figure 4 illustrates allocation of funds to programmes under the Poverty Reduction Programme. As mentioned earlier, the programme is dominated by the FSP.

Figure 4: Poverty Reduction Programme Allocation 2009/2010				
Category	2009 Allocation		2010 Allocation	
	ZK billion	%	ZK billion	%
Irrigation support	6.0	1.0	0.45	0.1
Animal disease control	24.0	4.2	13.53	2.5
Livestock development	3.2	0.6	2	0.4
Fertilizer Support Programme	435.0	75.6	430	78.0
Strategic Food Reserves	100.0	17.4	100	18.1
Other	6.9	1.2	5.11	0.9
Total	575.1	100.0	551.23	100.0

Source: Government of Zambia (2009).⁵

Investment in these programmes has seen improvement in agricultural production, particularly maize production. However, because of this focus, there has been a decline in other food crops such as sweet potatoes and cassava. In addition, only one type of fertilizer is available yet the requirements by farmers in terms of crop production and geographical regions and soils may differ. Like Malawi, Zambia also faces challenges regarding investment in infrastructure and access to markets.

Tanzania

Tanzania has numerous programmes to address smallholder farmer development issues. There has been a steady increase in the overall budget allocated to agriculture. The 2008/2009 budget allocation for agriculture stood at 7% of the national budget. Of this, the recurrent budget stood at 57.5%; and the development budget at 42.5%.

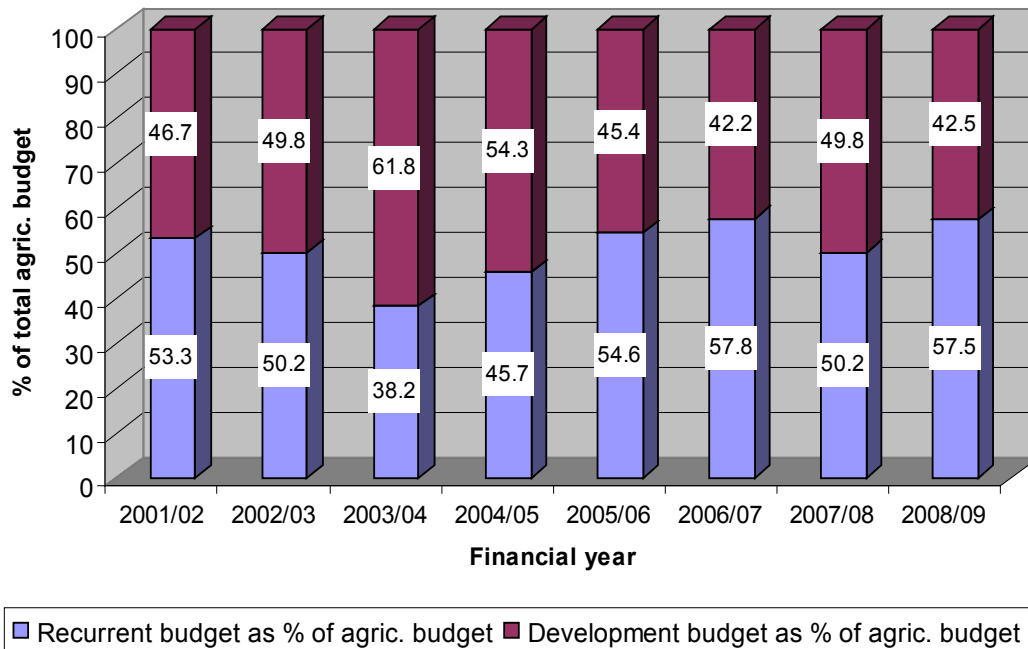
Figure 5 illustrates an increase in the proportion of national budget to agriculture. This trend shows increasing commitment by the government of Tanzania to agriculture.

Figure 5: Trend in Budget Allocation for Agriculture 2001-2010			
Year (a)	Increase in agric. budget (%) $(\Delta b) \times 100$	Agric. budget as % of national budget $d = (b/c) \times 100$	% change in proportion of agric. budget (Δd)
2001/02		3.0	
2002/03	62.2	3.8	0.8
2003/04	75.9	5.7	1.9
2004/05	6.1	4.7	-1
2005/06	48.0	5.8	1.1
2006/07	18.5	5.8	0
2007/08	34.6	6.2	0.4
2008/09	18.2	6.1	-0.1
2009/10	31.8	7.0	0.9

Source⁶: Government of Tanzania (2009).

Figure 6 demonstrates the trends in the recurrent and development budget over a nine-year period. The recurrent budget funds programmes such as the fertilizer subsidy programme.

Figure 6: Trends in recurrent and development budget



Source: Gabagambi, D.M (20097)

The allocation of the agriculture budget to the fertilizer subsidy programme in the 2008/09 budget stood at 28.6% of the recurrent budget. Unfortunately, funds allocated to other auxiliary functions are extremely high. For example, of the total agricultural budget 2008/2009, funds spent on consultants and professional fees were 25.4%; training 19.4%; tools and equipment 14.2%; infrastructure rehabilitation 12.4%, and per diem 6.5%. This had a knock-on effect on attaining optimum agriculture development.

The Democratic Republic of Congo⁸

Despite its agricultural potential with 90% arable land, there is little investment in agriculture. The DRC has faced political and economic instability for many decades leading to the demise of the agricultural sector, as well as other sectors such as education and health. In 2007, there was no budget allocation to agriculture, and in the 2009/2010 budget year, less than 3% has been allocated. In addition, there is no clarity or justification of how the funds are to be spent. The largest portion of the budget goes to bureaucratic expenses and security. The situation is exacerbated by lack of capacity and political will within the government.

South Africa⁹

South Africa's allocation of the national budget to agriculture stood at 2.2% in the 2008/2009 budget. With an estimated 4.5 million 'semi-subsistence' and 200,000 'semi-commercial' small farmers in South Africa, compared to 40,000 commercial farming units, focus has been on land

reform beneficiaries and larger commercial farms, often neglecting small-scale farmers. Funds for agricultural development and investment have been available, but most fund institutional grants to commercial large scale projects that benefit fewer people (see Figure 7).

Figure 7: CASP budget allocations, projects & beneficiaries

Year	Budget R million	Projects	Beneficiaries
2004/05	200	510	46 553
2005/06	250	1069	53 206
2006/07	300	572	67 366
2007/08	414	817	51 000
2008/09	535	-	38 000
2009/10	628	955	35 000
2010/11	758	-	32 000
2011/12	979	-	

Sources: NDA (2007): NDA (2008): NDA (2009): National Treasury (2009).

The figure shows allocation of funds to the Comprehensive Agricultural Support Programme (CASP) from 2004/2005 to expected allocation in 2011/2012. The CASP was initiated in 2005/2006 and receives capital funding from the national government. The intention of the fund is that 70% of funds are allocated to land reform beneficiaries, and 30% to other agrarian reform beneficiaries (this is where the bulk of smallholder farmers fall).

Thus the challenge for small-scale agriculture has been the bureaucratic focus on fewer larger projects. In addition, administrative red tape dictates that procedures used to allocate large grants and small grants are the same. The end result is that larger projects that benefit a few are more likely to be allocated funds

In the end, many people in rural communities rely on state social grants for food security due to low investment and lack of access to agricultural grants for subsistence farmers. Consequently, under the Ministry of Rural Development and Land Reform, there is commitment from the government to tackle poverty through rural development. Development and job creation can be achieved with a focus on small-scale agriculture to provide sustainable livelihoods.

Sub-Theme 3: Stakeholder Participation in Agriculture Policy

This sub-theme explores models of stakeholder participation in agricultural policy. Stakeholder participation is crucial for the success of agriculture programmes and policies. It is important for all stakeholders to participate in the decision-making process from identification, formulation and implementation of policies or programmes. The challenges and experiences of stakeholders, namely CSOs, farmer organisations, and women were brought to the fore.

Civil Society Organisations

Civil society organisations were identified as key to ensuring stakeholder participation by mobilising farmers, women and governments. The role of civil society organisations was

identified as supporting small-scale farmers through advocacy, lobbying and implementing policies. It is important for civil society to mobilise and strengthen farmer organisations through capacity building; and to lobby governments to support small-scale farmers and farmer organisations.

Participation of smallholder farmers

Smallholder farmers are the drivers of many economies in Africa. However, their potential is often not brought forward. Participants identified the following opportunities and challenges faced by the smallholder farmer in agriculture policy participation.

- It is important for farmer organisations to be registered and to have a legal framework through which they can collectively address issues affecting them.
- When implementing agricultural policies, governments should be conscious of the fact that there are large-scale farmers, medium-sized farmers and smallholder farmers all with varying needs. Therefore, their input in the policy process is crucial. This can be achieved through farmer organisations.
- A challenge for smallholder farmers is lack of access to credit. Through farmer organisations such as cooperatives, smallholder farmers can mobilise and lobby to access finance.

Gender

The success of the agricultural sector cannot be achieved without addressing vulnerable and marginalised groups, namely, the poor, women and youth. Women are key to the improvement of household livelihood status due to their productive and reproductive roles in the household and communities as a whole. Women are the drivers of agriculture as they provide 70% of the agricultural labour force and 80% of food production in Africa.

However, their contribution is often not acknowledged and goes unappreciated because of patriarchy systems that are dominant in Africa and more so in rural areas. This system dictates that land tenure and ownership of property, as well as access to resources, favours men and not women. Thus:

- Most women do not own the land, yet provide the labour.
- Often women do not have access to credit because of a lack of collateral.
- Many women are under-educated or uneducated and may not understand policy.
- Women do not have access to information and training.

To address this disparity would involve the empowerment of women through knowledge-sharing and training. This should not be done with the exclusion of men (as these social systems dictate the way of life of a community). In addition, vulnerable groups, particularly in rural areas, must also include poor men.

It is important to create an environment for women to participate in the policy process and ensure equity and gender-sensitive approaches to development. It is also important to improve access of women to budgetary resources.

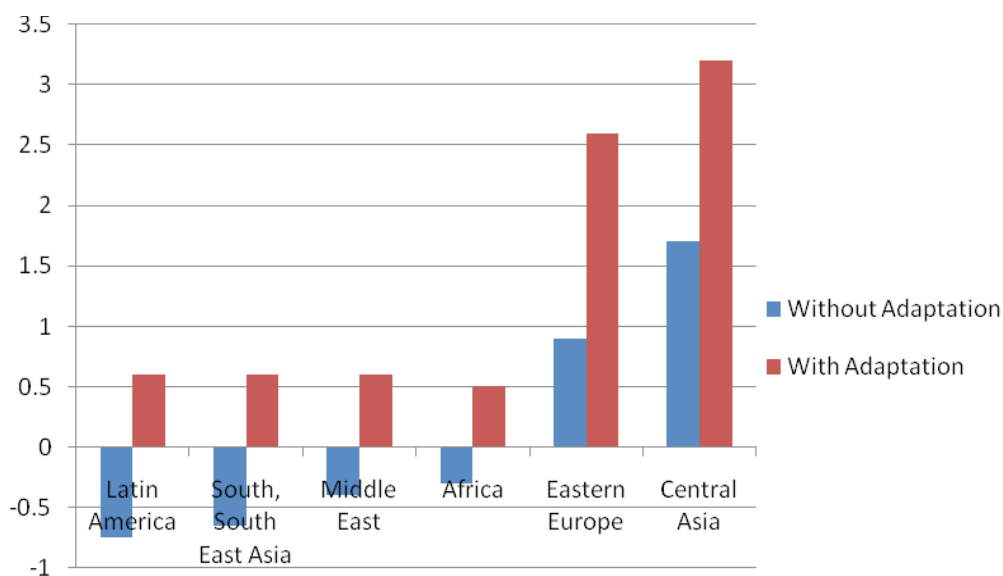
Other Factors Affecting Small-Scale Agriculture in Southern Africa

Climate Change

Agriculture is a key sector in Africa and supports the livelihood of up to 60-80% of Southern Africa's population. Agriculture in Africa is subsistence based and highly dependent on rainfall. Therefore crop yields are highly correlated with rainfall patterns making the sector highly susceptible to the adverse negative effects of climate. Prolonged drought is indicative of climate change and this has a devastating effect in the region affecting livelihoods, food security and economies of Africa. It is estimated that moderate temperature changes of 1-2°C are predicted to reduce crop yields, which will decline by up to 25% by 2080 compared to 2000 baseline. In South Africa, a 23% decline in crop yields is projected over the same period.

Environmental degradation and climate change leads to agriculture capacity decline threatening food supply and exacerbating poverty. It is important to identify ways to adapt and mitigate its detrimental effect, which would be reflected in either increased yields in agriculture or a decrease in the number of people at risk. Figure 8 illustrates differences in GDP projections with outcomes when adaption policies are in place and the outcomes when there are no climate change adaptation policies in place on all continents.

Figure 8: climate change for 2.5 degrees Celsius increase in global mean temperature (expressed in percentage from reference GDP Projection).



Source: IFAD (2008¹⁰)

HIV/AIDS

HIV/AIDS is a threat to agriculture in Sub-Saharan Africa. About two-thirds of the world's HIV/AIDS infections are found in Sub-Saharan Africa and mostly in the productive adult population. This has detrimental effects, especially among vulnerable groups such as women and the poor. Studies show that 75% of women living with HIV/AIDS are in Sub-Saharan Africa. This affects labour, which in turn can slow down agricultural development and economic growth.

Conclusion and Recommendations

The conference ended on a high note with participants urged to continue engaging in these discussions with other stakeholders. It was argued that the discussions and deliberations emerging from such workshops were highly significant to the development process as a way of knowledge sharing and therefore should not remain within the confines of conferences and boardrooms but must be taken to the farmers on the ground.

Throughout the conference, recommendations were made for improving smallholder agriculture in Africa.

- Good governance and political will were identified as key to the growth of agriculture. Instability and bad governance diverts resources away from agriculture to security. Development strategies can only work in environments that are corruption free, and peaceful. The Malawi case study shows how improved revenue collection in Malawi enabled the implementation of the government's fertilizer subsidy programme in the absence of donor funding, and without diverting resources from other sectors.
- There is a great need for commitment by officials and governments to honour pledges that countries are signatories to, such as the Maputo Declaration, as well as national development programmes that promote pro-poor development.
- Many African countries have in place agricultural development strategies that are pro-poor and aim at improving the agricultural sector. Therefore, rather than formulating new strategies, it is important to implement existing strategies.
- Development programmes should not be politicised. This would ensure continuity of programmes when political administrations change.
- In addition, there are often many programmes with the same focus (e.g Tanzania case study). These strategies may overlap and there is often duplication. Therefore a convergence of programmes is necessary and this would lead to improved implementation of policy, and maximum use of available funds.
- There is need to move away from a reliance on donor funding. Donor agencies often dictate the recipients' development agenda. African governments must mobilise domestic resources to fund and implement policies.
- There is a need for better targeting of programmes, particularly in actual budgetary allocations, towards small-scale holders and vulnerable rural communities. An example is the Tanzanian case study which shows that large portions of funds do not go into actual

implementation of policy but to administration, salaries, transport and consultant fees. The South African case study shows that budgets often do not take into account the priorities and needs of small-scale farmers.

- There is a need for more involvement of smallholder farmers in public debates about the agriculture budgets and budget allocations. The Zambian case study demonstrates how this can be achieved at the local level.
- It is important for agricultural ministries to create synergies with other ministries that are instrumental in the development and sustainability of agriculture.
- Other livelihoods such as livestock and fisheries should be included in the overall analysis of the agriculture sector (food security).
- Greater investment in agriculture infrastructure (and marketing) is needed to enable greater access to markets for smallholder farmer produce.
- Governments are encouraged to engage the private sector, for example, the Development Bank of Southern Africa (DBSA), in the financing and development of large capital intensive infrastructure projects (i.e. Public-Private Partnerships).
- Improve access to credit for smallholder farmers. This is because investment has traditionally been skewed in favour of large-scale operations that have collateral or receive government support. It is therefore important to provide similar incentives for smallholder farmers such as elimination of tax.
- It is important to create and extend existing markets for smallholder farmers.
- Research on the impact of policies and programmes at a household level is necessary. How many households are food sufficient? Statistics currently available are at a national level.
- Regular monitoring and evaluation of policy and implementation with input by farmers to assess the impact of these policies at grassroots and mitigate the negative impacts.
- Involvement of all stakeholders in the policy process from identification, inception to implementation(government, civil society, farmer organisations, women, youth, smallholder farmers).
- Create a policy environment that is that is gender sensitive, and encourage greater participation of women in the sector. Improve avenues through which more women have access to budgetary resources and credit.
- Address exogenous shocks such as climate change, HIV and AIDS. This can be done through social protection programmes. Various programmes exist across the continent to assist families to be food secure during adverse times among the poor and vulnerable. Examples are South Africa's social grants; school feeding programmes in Lesotho, Ethiopia's food security programmes.

Endnotes

- 1 Badiane, O. 2008. *Sustaining and Accelerating Africa's Agricultural Growth Recovery in the Context of Changing Global Food Prices*. Policy Brief No. 9. International Food Policy Research Institute. Washington DC.
- 2 Presentation by Kainga, R. *Trends in Public Expenditure and Small-Scale Farming: A Case of Malawi*.
- 3 Presentation by Banda, D et al, *Public Expenditure Spending in Zambia: Does Quality of Expenditure Matter? Trends in Public Expenditure and Small Scale Farming in Zambia*; and Kakinda M J., *Trends in Public Expenditure and Small-Scale Farming (The Zambia Experience)*. PELUM Association.
- 4 Presentation by Banda, D et al.
- 5 Presentation by Banda, D et al.
- 6 Presentation by Gabagambi, D.M. *Trends in public expenditure and its implications on small-scale farmers in Tanzania*. Research on Poverty Alleviation (REPOA).
- 7 Presentation by Gabagambi, D.M.
- 8 Presentation by Mugagga Mushizi, C. *Les Tendances Des Depenses Publiques De l'Etat Face A l'Agriculture De Petite Echelle En Republique Democratique Du Congo*.
- 9 Presentation by Aliber, M. and Hall, R., *The Case for Re-strategising Spending Priorities to Support Small-Scale Farmers in South Africa*. Institute for Poverty, Land and Agrarian Studies (PLAAS).
- 10 IFAD/GEF (2008). *Partnership on climate change: Fighting a global challenge at the local level*. Rome: IFAD.

Appendix

Summary of conference proceedings

Day 1: 9 November 2009

Welcome and introductions by Paul Graham, Executive Director of Idasa

- Presented the aim and themes of the workshop and explained Idasa's role in democracy and development dialogues.
- Introduced the keynote speakers, who are involved in advocacy and agriculture policy.
- Importance of this conference in promoting dialogue to help people make decisions about their lives.
- There are cases of best practice around the world that show it is possible for countries coming out of war and instability that depended entirely on aid from donor agencies to have sustainable food production, food security and feed their people (eg. Korea, which now has a surplus of rice and is encouraging small-scale farmers to produce rice wine for export)

Key address by Archbishop Njongonkulu Ndungane, Founder and President, African Monitor

- Poverty is the biggest challenge in Africa and, with the global financial crisis, 100 million people have fallen deeper into poverty. To meet the Millennium Development Goal of eradicating poverty and hunger by 2015, targeting small-scale farmers is one of the key strategies to end hunger.
- Africa has undisputed natural resources; there is increasing access to technology and good will of people to meet needs.
- African struggles have cost blood, sweat and tears. It is immoral to have so many hungry people in the midst of so many resources.
- It is ironic that the sector that feeds both the poor and rich only meets 5% of national budgets. Only two countries meet the Maputo protocol.
- 2003 Maputo protocol policy commitments need to be honoured and implemented by governments. Money has not been put into these commitments. Governments need to be held accountable.
- Food security and small-scale agriculture has become a priority. To be achieved:
 - Women must be involved in policy formulation and implementation as they are the backbone of small-scale agriculture in Africa.
 - Resources committed have to be put into projects.
 - Government must create access for small scale farmers to markets both locally and internationally. There are examples of farmer cooperatives in China that can be replicated throughout Africa.
 - Investment in new technologies and water use to improve agricultural production.

- Words and planning will not feed the poor, we need action and political power. When a government can successfully feed its own nation, this should be regarded as one of the key indicators of good governance. Malawi, Burkina Faso, Senegal demonstrate that it can be done. These are examples of good practice that Southern African countries can emulate.
- Malawi an example of how political will and good governance can turn around agricultural deficit to surplus. Malawi's president declined international aid (and conditionality against agricultural subsidies) and implemented a fertiliser subsidy programme that has seen a 43% deficit turned into a surplus.
- Effective partnerships through government, regional organisations and civil society are necessary in accelerating small-scale agriculture as they enhance mechanisms for stakeholders to speak to each other openly (stakeholder participation).

Key address by Dr Joe Phaahla, South Africa's Deputy Minister of Rural Development and Land Reform

- A new ministry premised on the former Department of Land Affairs.
- Ruling party arrived at rural development focus based on review of past 15 years of democracy. Progress had been made in improving the lives of especially the previously disadvantaged individuals / communities.
- Reduction of poverty especially from social security in the form of grants
- There has been increased access to electricity, water, sanitation, and housing. More than 3 million housing subsidies have been allocated in this period.
- A lot more needs to be done, especially in rural areas. Focus especially on previous homelands. While social grants contribute to the alleviation of hunger and poverty, they create dependency and therefore there is need for a more sustainable solution.
- Rural – urban migration increasing because of a lack of opportunities for people to help themselves, putting strain in urban areas.
- Resolution by ANC needs to have a much clearer focus in rural investment. Goal of the new ministry is the creation of vibrant, equitable and sustainable rural communities.
- To achieve this, the ministry has developed a comprehensive rural development programme that aims to empower rural communities to take their future into their own hands using natural resources at their disposal in partnerships with the government using a broad-based agrarian transformation.
 - Optimum and sustainable use of natural resources using technology
 - Targeting households and ultimately community
 - Land reform central to make sure there is improved access to land for rural South Africans. Land reform not about land for the sake of land – focus now on how to make the land productive
 - Rural-urban migration because of lack of infrastructure such as roads, electricity, water in rural areas. For communities to participate in the economy, a focus on investment in social institution / social cohesion / social life such as arts and culture, sports and recreation to have full development rather than focus on economy only.
- Three-phased approach to create viable sustainable rural communities.
 - Households approach: Currently, there are pilot projects in Limpopo and Mpumalanga to assist communities based on households. At least one member of household should have an income. At least one member of household to be involved in the project to earn an income. Social mapping, analysis of women, youth, chiefs, leadership in community in partnership with other stakeholders, local governments.

- Beyond feeding themselves – they become small entrepreneurs – give them access to markets (major supermarkets buying surplus).
- Progress as individuals, cooperatives, communities. Community acquires more land with support interventions from governments into bigger schemes. Crops, livestock, agro processing, industrial intervention for local market and export.
- Challenges
 - Access to land.
 - South Africa is a water-scarce country exacerbated by climate change, drying underground water.
 - Budget scarce (current economy) to focus on infrastructure.
- Ministry cannot achieve goals alone. Building on work done by others, ministry a catalyst but ultimately development achieved if there is buy-in from political leaders, communities, civic organisations and other role players.

Theme 1: Priorities for investment in agriculture (Session 1)

1 Lovemore Rugube. Priorities for investment in agriculture: Sub-Saharan Africa

2 Michael Aliber and Ruth Hall. The case for re-strategising spending priorities to support small-scale farmers in South Africa

Comments and questions

- When budget allocations are low in agriculture, government officials are quick to point out that other moneys under other ministries that are instrumental in agricultural development. There is poor coordination among different ministries aiming to aid agriculture.
- Insist on research for development – there is often lack of adequate research and low levels of adoption by small scale farmers. Overtime investment in research has long-term commercial output especially in improvement to livelihoods and rural lives. A lot of research generated but not used. If implemented by farmers then there is innovation.
- In SA if there are 4.5 million farmers – mostly supported through social grants to buy fertilisers – how do these people survive?
- Rural communities do not depend on agriculture only but also on natural resources. What is the investment on natural resources?

Responses

- Need to prioritise agriculture research with a focus on small-scale farmers. Research is often not passed on to policy makers and disseminated to farmers. There is a need to involve policy makers in research to help solutions be realised. A dynamic situation, rather than a static one.

- Who defines the research agenda – how is this conducted and disseminated. Research often addressed capital intensive large scale farming and research agendas have not been reoriented/transformed to address needs of small scale farmers – (who are farming primarily to provide for themselves and are a majority). Some of the areas with high levels of small-scale farmers have the highest levels of hunger.
- There are national level debates for self sufficiency though at a household level there is food insecurity. Therefore need to reorient debates and agenda.
- Natural resources: Often, areas where small scale farmers are located are overcrowded. Farmers also have to take into account the consequences of taking e.g. forest products that can lead to deforestation. Conservation through research and involving farmers. Small-scale farmers rely on indigenous technology and this is also under threat due to degradation.
- SA budget for agriculture. For the 4.5million, agriculture is not the main source of livelihood. Communities rely on social grants, wages and other sources.

Theme 1 (Session 2)

1 Peterson Dewah. ICTs and agricultural knowledge management practices in the SADC

Comments and questions

- Where can we get concrete studies of ICT in practice in Africa?
- What is the best channel for access to ICT for smallholder farmers without ICT training or access to facilities?
- How sustainable are ICTs for rural masses considering high poverty levels and low education?
- How sustainable is the use of ICT – use of internet and storage of information? E.g. in Zambia use of SMS technology failed because farmers complained of outdated information because prices were not updated and farmers were making losses.
- In Uganda there is use of indigenous knowledge, indigenous crops. However it is difficult to get indigenous knowledge mainstreamed into the information systems in the country because of lack of funding. What other technologies can be used that local people understand e.g. art / drama?
- Indigenous knowledge: Indigenous people do not want to disseminate the information. How can we encourage them to disseminate information that they have?
- Scarcity of resources in Africa: If ICT is to be implemented, would it not jeopardise financial resources, and implementation of other policies? How can governments establish priorities if resources are directed to ICT?
- ICT is a heavy investment and governments are short of funds. As civil society organisations, what ICT technology can we prioritise / promote?
- Presentation focused on technical aspects and not the political aspects of technology. Technology is a tool that can be used politically to provide or deny information.
- Technology placed on Africa population, but there are unfavourable conditions in rural populations that affect the ease that people have access to these technologies e.g. Mozambique's population is poor.

If population does not know how to read or write, how can that population interpret that message / information? Would it not be better to increase investment in fertiliser or seeds for the population?

Responses

- ICT useful for enhancing knowledge and governments can use ICT to disseminate information.
- Rural communities continue to use traditional ICTs e.g. community radio to share farming knowledge. Most in rural areas not educated to utilise modern ICTs e.g. cell phone and internet.
- Sustainability: Political will is important to deal with scarcity of resources. Funding for ICT a challenge in developing countries. Partnerships are necessary with private players. e.g. Development Bank of Southern Africa (DBSA) channelling funds to ICT infrastructure.
- Key lies in rural electrification – people need to be empowered through knowledge (using media such as radio and TV).
- In southern Africa indigenous knowledge is gaining respect from governments. In South Africa, for example, funds are set aside for this and there are management systems and training in universities of knowledge management systems.
- Indigenous knowledge systems are culture specific and utilise for example, rainfall patterns. It is difficult to mainstream these systems, as it is tacit knowledge (resides in the mind of the people and thus can be shared among the community members). ICT can be used to document this knowledge but this can bring about issues of copyright.
- Indigenous knowledge is difficult to share and it is difficult to encourage people to share it – view knowledge as power therefore do not want to share. Further research required.

2 Simbarashe Ndhlele: Rural dynamics and poverty reduction in post-apartheid South Africa (case study of Eastern Cape province)

Comments and questions

- Why the Eastern Cape?
- Analysis shows agriculture not contributing / not sole income source, why?
- What variable used to measure social capital?
- What are the conclusions of the study can they be used in other parts of the continent and are the recommendations applicable for other parts of continent?

Responses

- Eastern Cape chosen because of high poverty levels in the province. Community has been receiving attention in terms of agriculture.
- Community have other sources of income such as remittances, social grants.
- They belong in certain networks – neighbours, organisations and their level of interaction is used to measure social capital.
- Poverty between two communities: In this case, there is no significant difference between those in rural areas and peri-urban areas.
- Although not exhaustive, income is the measure of poverty.

DAY 2: 10th November 2009

Guest speaker: Prof. Hans Peter Binswanger-Mkhize. Awakening Africa's sleeping giant: prospects for commercial agriculture in Guinea Savannah and beyond

- A study done in collaboration with the World Bank.
- Study objective – to promote broad-based agriculture that promotes poverty reduction.
- The study looks at the prospects of maize crop in the Guinea savannah. This is the largest underutilised land reserve in the world, with only 10% currently cropped (600 million hectares of arable lands). It is not heavily populated and FAO estimates 400 million of it could be cropped.
- Dilemma – what model of agriculture development could be developed? Large-scale commercial farms or smallholder family farms that develop themselves into larger units.
- Objective of the study was how can Africa, which has lost export markets, make use of its potential to conquer markets?
- Five countries were assessed – Nigeria, Zambia, Mozambique, Brazil and Thailand.
- Compared regions of Brazilian Cerrado and north east Thailand – they are land-locked, don't have irrigation but have developed to become world-class agricultural competitors.
- North Eastern Thailand – sugar, cassava, rice competitor.
- Main opportunities for Africa are in the domestic market, not global. This is because population rate is the highest in the world and economic growth is on the increase as well. There is high income elasticity, urbanisation that changes consumption patterns.
- Critical question – large farms /small farms?
 - Globally small farms are more productive, have lower costs of production. Good examples of small farms can be found in China.
 - Large-scale farming in areas with low populations (example of larger farms, India).
 - Large farms in countries such as Zimbabwe and South Africa have survived because of privileged land access (land dispossessed from local population), farmers did not pay income tax.
 - Alternative for plantations – contract farming e.g. in Thailand. It is the most competitive sugar exporter done with contract farming.

Questions and comments

- Contract farming – Tanzania and Kenya criticized for negative impact on food sufficiency.
- For Ghana, there is a lot of emphasis on modernising agriculture – what does it mean? What are the strategies that African governments can adopt to make small-scale farming improve?
- The issue of regional market as a priority area for African farmers to explore, what steps can be taken to make this a reality?
- Would Cerrado experience would be applicable to African farmers?

Responses

- Cerrado in Brazil is large scale, while in Thailand there is a pattern of growth based on family farmers. Social outcomes of Thailand far superior than those of Brazil. Thus Thailand the preferred model. In Ghana, there is enough population, and can use the Thailand model.
- In population scarce areas, where to get entrepreneurs? Could import - but can cause political problems.
- Often men benefit more than women.
- Modernising farming – e.g. Tanzania large-scale farms made available to foreign investors and it is high on the agenda (Kilimo Kwanza) including subsidising through credit – what about the smallholders (the type of policies being promoted)?
- Regional markets are slow on implementation because of protocol. Regional institutions need to be properly financed. There is not a problem on the policy side but on implementation (e.g. the COMESA and EAC have free trade on agriculture but need to put up own financing). It cannot be done with only donor money. Policies then cannot be dictated by donors, and region does not lose out when donors change strategies.
- On food sufficiency, why is the production of cassava not high?

Theme 2: Trends in public expenditure and small-scale farming (Session 1)

1 Mary Jo Kakinda. Trends in public expenditure and small-scale farming – the Zambia experience

2 Charles Mushizi. Setting up a small-scale programme: a new challenge for the DRC development

Comments and questions

- Zambia case – there are challenges with targeting. Only 3% of respondents said they receive anything from government in the areas visited (very poor provinces).
- Maize price: the Food Reserve Agency is the biggest buyer. Are you achieving increase in incomes/poverty reduction because government subsidises farmers but give them a poor price? Does this achieve poverty reduction?
- Cassava yields are decreasing – is it possible to work with the farmer to increase yield?
- How can civil society and media be used to resolve the matter?

Responses

- Targeting – government trying to increase the number of beneficiaries. Biggest challenge is the distribution at district level but now working with farmer organisations, local organisation to achieve this. (Even Malawi – the poor not benefiting only the rich) thus need for intervention and voice for farmers.

- Marketing of maize is a contentious issue. In 2009, there were two contrasting issues in Zambia. Farmers' union unhappy about the price, but millers' association contend that higher increase will negatively impact urban consumers.
- Difficult to work in the DRC because environment is politicised. For DRC not just political will needed, but capacity in government.

Theme 2 (Session 2)

1 Mphatso Dakamau. Trend and impacts of investments towards small-scale agriculture in Malawi

2 Ruthia Kainga. Trends in public expenditure and small-scale farming: A case of Malawi

Comments and questions

- What were their most pressing challenges to ensure that community engage in small scale agriculture?
- Why the use of voter registration in targeting? Was subsidy programme about electioneering?
- When there is no donor support at what cost is it to other sectors, since there is reprioritisation of budgets?
- What are the long term effects of fertilisers programme?
- Sustainability: are these subsidy programmes going to continue forever? Is there a plan to phase out strategy?
- Are there laws that show /regulate what has been spent – an accountability law?
- Do these subsidies attract a repayment provision? Subsidies have contributed to these wonderful stats but what else has assisted or contributed to this growth?
- Agriculture sector will suffer because of climate change, what is in place to mitigate drought and climate change? For example, the 2007/2008 decline in maize production despite heavy investment was because of effects of dry weather (drought).
- What was the role played by the farmers union in lobbying and increasing support for small farmers?
- What is the impact made by the small farmers, size of area farmed or intensification of productions?
- How organised are farmers' unions and how empowered are they to participate in the policy process – from grassroots to national level?
- What are the spaces given to them to participate? Does the government listen?
- Are there any gender dimensions? – because they tend to be dominated by men when projects with large sums/budget allocations.
- Linkages in other sectors and how they have contributed to the growth of agriculture e.g. roads.
- What is the micro-level status of the programme? (Presentation more at the macro-level).

- What percentage of farmers have surplus.
- How many households are out of poverty.
- What is the impact on soil and other natural resources because of fertiliser use.

Responses

- Use of voter registration in targeting. Malawi does not have national identity documents. Voter registration is the only way to identify beneficiaries.
- Voter registration document also prevents the selling of coupons.
- Community involved in selecting beneficiaries by identifying the most vulnerable.
- Subsidy programme introduced at the time when governments were changing. Different management style has been adopted. Previously there was high corruption, and revenue collected was low. Today, better revenue collection therefore funds not reallocated to finance subsidy programme. Agriculture high priority for government.
- A positive impact of subsidy programme is an increase in school enrolment and children staying in school.
- Sustainability: Communities not expecting the programme to end and there is no exit strategy. There are programmes to complement e.g conservation agriculture. In the West governments have been subsidising farmers for years.
- Subsidy is not equal to donation/loan. No plan for farmers to pay back (they do contribute to buying, government subsidises portion of fertiliser.)
- To address vulnerability of agriculture to drought. Country exploring mining and energy. Malawi has one uranium mine.
- Targeting: Over 50% of smallholder farmers have less than 1 hectare. They are the ones targeted, not large-scale farmers who are in cash crops who can afford in tea, tobacco.
- Stakeholder participation: there is task force to compose of all stakeholders like government, donor community, farmers, seed traders. It was set up by the government – they discuss allocation to district, and what is agreed the government implements.
- Other sectors: there has been increased infrastructure development. Many feeder roads and roads being constructed. This has improved access to markets for produce.
- Environmental issues – before embarking on any projects, EIAs are conducted and look at poverty and the environment. And look at the benefits and negative consequences of programmes (if there are more benefits, projects approved and measures undertaken to mitigate the negatives).
- Accountability: A problem to analyse. Country does not have an Access to Information Act though there is a PFM act.
- Malawi case shows importance of governments investing in their agricultural development, ownership and sustainability because donors can come and go.

Trends in public expenditure and small-scale farming (Session 3)

3 Damian Gabagambi. Trends in public expenditure and its implications on small-scale farmers in Tanzania

- Small-scale farmers important to the economy of Tanzania. They produce over 80% of produce and about 80% of exports of cotton, cashew nuts.
- Few estate farms owned by companies produce mainly sugarcane and sisal, and tea.
- Challenge: infrastructure that is dilapidated. Government improving feeder roads (even under the agricultural programme, district level can allocate funds to improve the infrastructure).
- Very many policies related to small holder farmers (agriculture) and they are related.
 - Main challenge is policy engagement and implementation because of inefficient government systems.
 - Not much involvement by small holder farmers, the poor and marginal – not easily seen in policy making platforms. Government needs to factor them in as they are key players in the economy/sector.
 - Civic education and awareness about duty bearers and their roles. Create awareness among citizens about their rights to be able to hold the government accountable.
 - Education important to agricultural development: there is a high correlation between education status and yield rates.
- Conference addressing agriculture in terms of crop production. Livestock and fisheries should be included when addressing food security and food sufficiency.

DAY 3: 11th November 2009

Stakeholder participation in agriculture policy (Session 1)

1 Joe Mzinga. Governance and small-scale agriculture in Southern Africa: Stakeholder participation in agriculture policy in Eastern Africa

2 Benito O Eliasi. Enhancing smallholder farmers: Policy engagement through greater involvement of farmers' organisations in policy process (experience of SACAWU)

- Importance of farmer organisations at all/any level to enhance participation. Large-scale farmers are more organised than small-scale farmers in organising and lobbying.
- Often little or no participation of small-scale farmers
- It is difficult to change policies during implementation stages. Policy process should be more visible as well and often initial phase not visible.

- Farmer organisations need to be recognised and legitimised – i.e. registered and with proper legal framework.
- Often disintegration in terms of membership/leadership etc at national, regional, local level. Failed to properly represent farmers (e.g. women/ youth who are actively involved in farming but often are not represented in these structures).

Questions and comments

- Duplication: Both organisations (ESSAF/SACAWU) working in the same countries. They complement each other and work together.
- Diversity of organisations important, however challenges arise when seeking funds since many organisations seek funds and membership from the same source.

3 Amon Kabuli. Smallholder farmers and agricultural policy formulation in Southern Africa: Lessons from Malawi.

- There is a board mandated to represent the farmers in policy structures such as the Farmers Union of Malawi.
- Farmers utilise space to engage that is provided by the government.
 - Farmers have potential to create their own space, but do they have the capacity and resources?
 - Farmers have the information but lack capacity. This can be rectified through capacity building– they can be trained and educated.
 - Literacy is important and often low levels among small-scale farmers. They may not understand policy documents, who does the translation? (capacity building important).
- There is a need for bylaws to help lower level organisations to participate. Often there is no legal framework.
 - Lobbying, advocacy and monitoring can be done by civil society, research institutions and farmer organisations.

4 Audax Rukonge. Agriculture policy making and stakeholder participation in Tanzania

- The media (print or electronic) important to organise programmes.
 - Challenge: There is often limited information in the media on rural development as opposed to urban development.
 - Costs are prohibitive – but radio and TV often used by the government as they reach a wide audience.
- Who is driving the policy process at national strategy for growth and poverty reduction? Often, it is donors influencing policies.
- The local planning processes need to take into consideration what the priorities and resources in communities are and how to utilise these to the maximum. Key priorities:
 - Stakeholder mapping.
 - Social accountability monitoring. Often priorities made by the community and projects funded are often mismatched.

- Involve communities from initial stage. Often, documents/information not shared with the people who are the end users of these policies.
- Tanzania is signatory to international conventions, but this does not mean that the gender inequality has been worked through (but there is progress).
 - Working with gender is a social transformation issue and there are struggles.
 - Policy dialogues should include working with grassroots women, poor men boys and girls.
 - Changing attitude can take a while, persistence and commitment is essential.

5 Bulelwa Mdolo and Tembeka Ngcebetsha. Stakeholder participation and sustainable development in small-scale agriculture: An example of the Siyandla food production programme in Mbashe Municipality in Eastern Cape, South Africa

- Participatory approach used in policy implementation to ensure that the people are taken into account.
 - Challenge: tendencies especially by change agent (government officials) who are still using top-down approaches.
 - Difficult to change attitudes. Change agents need to be reoriented to look at development bottom-up.
 - PA is yet to be realised, however it exists in policy and should be implemented through Local Government Integrated Development Plans.

6 Wellington Jogo. Climate change adaptation challenges for smallholder farmers in Southern Africa.

- Subsidies (social protection programmes) are needed to support pro-poor climate change adaptation
- Availability of funds all about priorities and governments should not rely only on donor funds.
- Climate change can create opportunities for small-scale farmers, e.g. carbon trading.
- Women are a vulnerable group and would be most affected by climate change. Women are key to agriculture and must be included in strategies/policy/programmes.
- Many countries do not have clear strategies/policies to address climate change.
 - Preventative measures, e.g. social protection mechanisms.
 - Investment, e.g. irrigation.

Guest speaker: Francis Hale, FANRPAN

- FANRPAN looks at vulnerability in terms of assets.
 - Economic meltdown that leads to retrenchments.
 - Agricultural investment has been decreasing over the past few years.
 - HIV/AIDS and the breakdown of the extended family that was the cornerstone of the African societies.
- Lack of participation: e.g., climate change debates happening internationally and in government offices but the farmers on the ground do not always know this.

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- Have farmers been consulted about their experience changes in climate, yield etc over the years? They have experienced the changes but are not involved in the debates.
 - Split in organisations/fragmentation of farmer organisations a challenge (smallholder farmers). Commercial farmers do not have numerous organisations.
 - Policy formulation should be conscious of the fact that there are big, medium and smallholder farmers. An organisation (umbrella organisation) to speak to these farmers at all levels.
 - Important to draft these organisations into regional bodies.
 - Policy makers should be conscious of the needs of smallholders, and smallholder farmers should be organised.
 - Align support services to smallholder farmers (e.g. the seed extension support)
 - Research: a lot has been done, need for more analysis and informing policy
 - Need for continuity of programmes beyond politics.
 - Government a stakeholder.
 - Thus it takes farmers and other stakeholders to acknowledge and work within current government structures. FANRPAN works with the government of the day.
 - Government often convener of dialogue but it is other stakeholders that introduce the issues. Therefore important to work with government of the day so as not to be viewed by the government as antagonistic.

Conclusion

- Participants were urged to continue with the dialogues in their countries and organisations with key stakeholders, particularly smallholder farmers.