

NATIONAL GENDER ACTION PLAN

OF

THE FEDERAL MINISTRY OF AGRICULTURE
AND
RURAL DEVELOPMENT

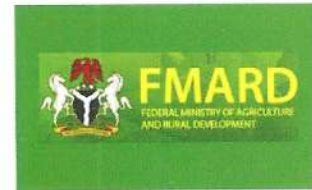


ACKNOWLEDGMENT

The Federal Ministry of Agriculture and Rural Development (FMARD) would like to acknowledge the support of Synergos, funded by the Bill and Melinda Gates Foundation, and other stakeholders who made the National Gender Action Plan for Agriculture possible.



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ABBREVIATIONS

APP	Agriculture Promotion Policy
DFID	Department for International Development
FAO	Food and Agriculture of the United Nations
FMARD	Federal Ministry of Agriculture and Rural Development
NGAP	National Gender Action Plan
IFAD	International Fund for Agriculture Development
LIFE	Livelihood Improvement and Family Enterprise
M & E	Monitoring and Evaluation
NPC	National Planning Commission
PPP	Public Private Partnership
SIP	Social Investment Programme



EXECUTIVE SUMMARY

The National Gender in Agriculture Action Plan (NGAP) proposes a framework for action, which aims to ensure that current agriculture sector policies actually yield results that are both tangible and sustainable.

It is based on the targets and commitments contained in policies from the Federal Ministry of Agriculture and Rural Development (FMARD), particularly the Agriculture Promotion Policy (APP), the Agriculture Gender Policy, the Livelihood Improvement Family enterprise (LIFE), and the Food Security and Nutrition Strategy. Generally, the focus of the plan is to clarify the entry points and actions required for maximizing the transformative contributions of as many women farmers as possible by focusing FMARD's programmatic work on improving gender equity and reducing the constraints to access and opportunities within the sector.



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The NGAP directly responds to the high priority status accorded to the issue of social investment and protection by the current administration. Nigeria's national social investment budget has consistently formed the third largest capital budget allocation at federal level over the past two fiscal years. A Social Investment Programme (SIP) structure has also been operationalized within the Office of the Vice President and a draft National Social Protection Policy is currently in the final stages of adoption.
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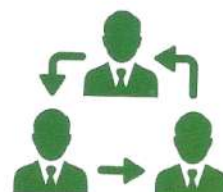
Within the agriculture sector, the overarching policy direction has been clearly articulated in the Agriculture Promotion Policy (APP), also known as the Green Alternative Plan. The APP comprises 16 policy levers, which have been organized into three overarching themes, namely,



**Productivity
Enhancement**



**Private Sector
Investment**



**Institutional
Realignment**

Based on these overarching themes the NGAP has been similarly structured around three pillars derived from the APP:



Food Security



**Value Chain
Upgrade**



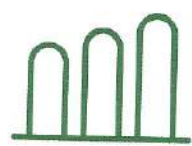
**Sector
Governance.**

These pillars in the NGAP and the overarching themes in the APP are mutually reinforcing. Firstly, in order to achieve productivity enhancement, the gender dimensions that affect food security need to be addressed. This fact is also highlighted in the Food security and Nutrition strategy.

Secondly, the drive for private sector investment needs to be gender responsive in order to lead to increased food production and reduced food importation. This is because of the large numbers of women farmers within the sector, the fact that they operate mostly at subsistence level and the significant potential for value addition by transitioning from smallholder farmers to agribusiness owners.

Finally, sector governance needs to respond to the internal deficits in data collection and monitoring and evaluation capacity so that sector planning and programming can more effectively address the issues that impede the realization of the broader sector goals.

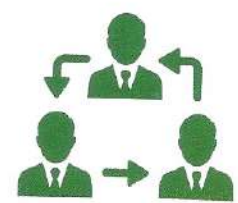
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Institutional Realignment

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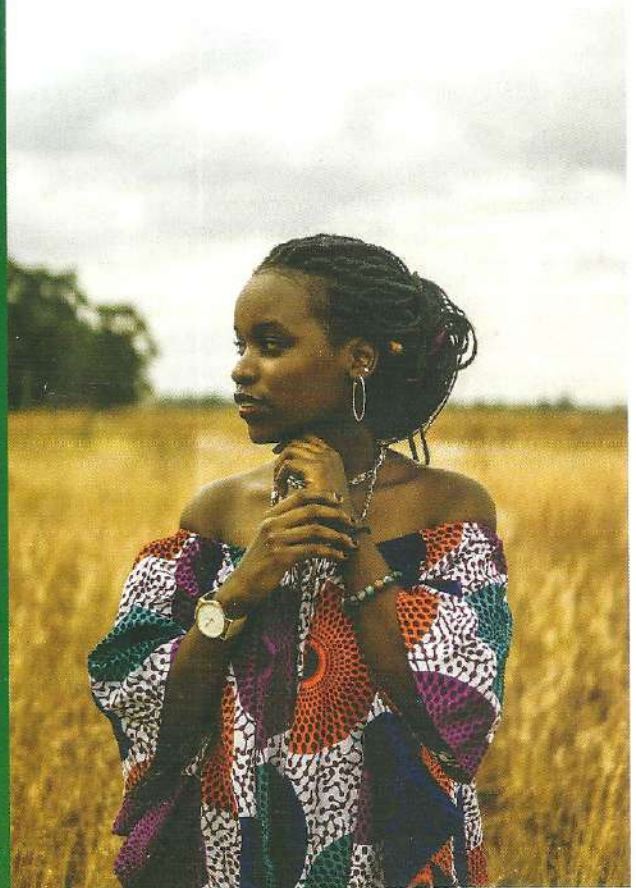
*Within each of the three pillars in the National Gender Action Plan a number of objectives, immediate and also longer-term actions have been identified for execution. The immediate and longer term results anticipated from these actions have also been highlighted, as well as the various stakeholders who need to be involved in execution. A minimum of **35% young women** in agriculture will be targeted as part of the overall beneficiary cluster across each activity in the action plan.*

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The NGAP is premised on two broad contextual realities. The first of these is the current policy consensus within the sector regarding the need to work towards increased domestic production on the one hand, and reduced food importation/increased exportation on the other. In order for this to happen, it is important to ensure that macro level intentions actually translate into rural level impact. This is particularly relevant given the preponderance of more Nigerian farmers at subsistence level within rural communities.

The National Population Commission estimates that approximately 76% of Nigeria's total population live in rural areas and depend mainly on the agriculture sector for a living (NPC, 2006).

Women make up a sizeable proportion of the latter group. An estimated 54 million of Nigeria's 78 million women are based in rural areas and make a living from farming. This suggests that if the status of women farmers improves; agricultural productivity is likely to increase, poverty will be reduced, and nutrition will likely improve.



“
The second contextual premise has to do with the current ‘empowerment approach’
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which is particularly common in dealing with women farmers and to what extent this feeds into realizing the sector policy targets. In order to ensure that ‘women’s empowerment’ actually does enable Nigeria’s agriculture sector to produce more, import less and export more, it is critical that in addition to ongoing initiatives, empowerment also includes actions, which aim to ensure transformational change within the agriculture sector. In other words, apart from providing support which increases the number of women engaged in subsistence farming, women’s empowerment should also enable more women farmers to transit from smallholder farming to medium/large scale agribusiness ownership.

In 2013, FMARD carried out a sector gender audit, with the technical support of the UK Department for International Development (DFID). A number of gender specific challenges were identified at the time. These include:

- *The division of labour within the sector mostly conforms to already established roles and responsibilities at household level. As a result of this, women farmers tend to be more active in the less remunerative value chain nodes as laborers for weeding, winnowing, cleaning and bagging of products while the men are mostly found at more rewarding nodes such as land clearing and transportation.*

- *Both male and female farmers are faced with the challenge of access to input particularly land and credit. However, women are less aware of existing opportunities, have limited funds, lower levels of financial literacy and require training support to establish and run their operations efficiently.*

- *There are not enough extension workers to effectively attend to the needs of farmers across rural communities. In particular there are very few numbers of female extension workers, which further limits access to information and input in rural communities with strict beliefs that restrict male/female interactions.*

- *In spite of ongoing efforts by FMARD to improve access and opportunities for women farmers, data which confirms FMARD’s outreach and successes with women farmers is not centrally collated, disseminated or readily available.*

Some efforts have been made and are still ongoing in terms of trying to address the above gaps. However, in the absence of a structured, disaggregated data bank, it remains difficult to actually confirm how much progress has been made in terms of addressing the gender gaps within the sector. This underscores the need to urgently invest in a data collation and storage system that regularly links results tracking from the local governments and states, with the monitoring and evaluation structure at the federal level. In the absence of this, the different gender related interventions by the Federal and State Ministries of Agriculture and their international partners run the risk of being constantly duplicated and also not having a sustained impact.

The FMARD Gender Action Plan proposes specific steps, which need to be taken in order to move from gender rhetoric to action within an approach that situates gender equity and responsiveness at the core of the sector's work and also as a facilitator of progression towards the broader sector targets.





1. INTRODUCTION

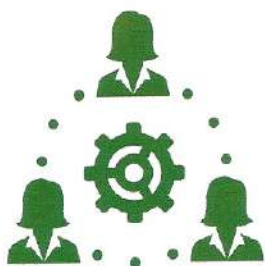
The word 'gender' has become an increasingly significant part of policy and development conversations across the globe.

This is due to a realization that men and women experience poverty differently and are constrained differently with respect to accessing public goods and services. As a result, the dividends of policy interventions are not necessarily democratic. Some citizens will have more limited access to public goods, services and opportunities than others, no matter how well intentioned the duty bearers, who provide these goods and services, are.

This is because of a range of underlying nuances which tend to exclude various demographic groups and which need to be addressed through policy as well as specific actions. In many sectors, including the agriculture sector, available data indicates that women form a disproportionate number of those who face these limitations.

In 2013, FMARD carried out a gender audit of the sector with the support of DFID. The main gender challenges highlighted by that audit are summarized below

- ***The gender division of labor within the value chains conform with already established patterns at community and household levels***



More women are represented in the lower and less remunerative value chain nodes such as weeding, winnowing, cleaning and bagging of products; while the men are usually owners of much larger operations or provide services that attract higher rewards such as land clearing, transportation. In some communities the women tend to focus on certain products (e.g. vegetables), which are regarded as 'women's crops' while more men were involved in producing crops like yam.

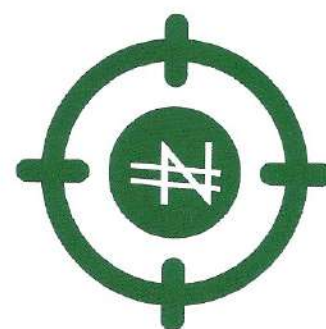


■ **Value chain governance**

The location of men and women within each node depends largely on what is customarily acceptable. The fact that women are 'not allowed' to do certain types of work is reflective of a more generic gender division of economic activities at household level. Even where women are 'allowed' to engage in several nodes within a particular chain, (e.g. sorghum) their participation is still structured to align with patriarchal norms and expectations.

■ **Access to finances and other input support**

- Even though distribution of general input support is not disaggregated by sex, anecdotal evidence indicates that fewer women than men are accessing seeds/seedlings, fertilizers, agrochemicals and other input support.
- Women are less aware of existing opportunities, have limited funds, lower levels of financial literacy and require training support to establish and run their operations efficiently.
- It was not possible to obtain sex disaggregated feedback as to the numbers of female farmers trained in and out of the country as the official reports in most cases did not delineate male/female participation/.



■ **Institutional arrangements on gender**

- Even though there was consensus within the value chain teams as to the relevance of gender mainstreaming approach in their work, there was some level of conceptual ambiguity as to what exactly 'gender' means and how this affects the value chains from both an operational and an institutional perspective.
- There is minimal interface between the State level M & E, the internal gender machinery of the FMARD and the M & E structure at Federal level. As a result of this, gender related interventions were not being properly tracked nor documented. Gender disaggregated data was also not being collated and periodically updated or disseminated.
- Most of the training going on as gender related interventions within the value chains and FMARD were not integrated as part of a continuum of action but rather as 'stand-alone' events. There is little or no follow up action to ensure that the gains of such training activities are sustained.
- The interface with research institutions within the sector is not as strong as required. There is the need for a stronger and an ongoing interface with the research institutions, which should also integrate gender indices and targets as part of the research.

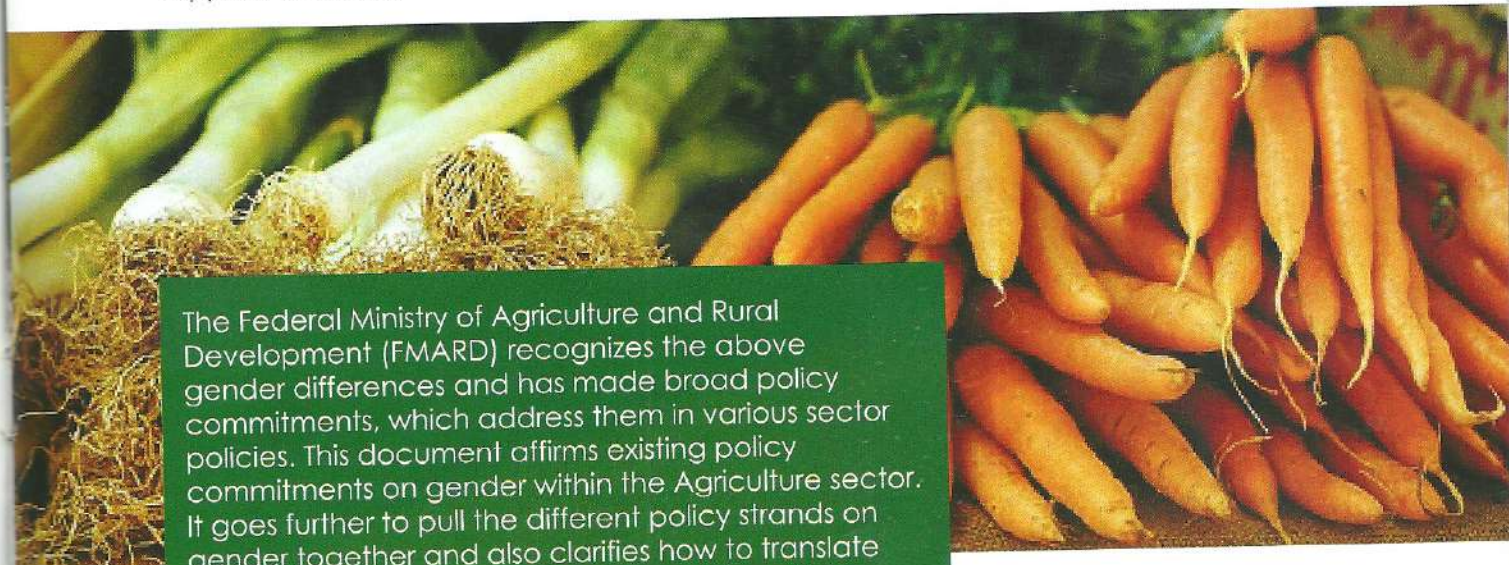
▪ **Insufficient focus on (genderresponsive) value chain upgradewithin the sector**

A lot of the sector's gender related outreach was focused more on empowering women farmers at subsistence level. This is very relevant and also commendable. However a complimentary attempt to upgrade their participation from subsistence level to medium/large scale agribusiness was missing. In addition, the empowerment programmes being implemented are grossly underfunded compared to the magnitude of the problem.

The different roles men and women play in rural farming households vary widely across Nigeria's geo political zones, but certain features are common. Women tend to concentrate their agricultural activities around the homestead, primarily because of their domestic and reproductive roles (FAO, 2009).

They play a critical role in **food production, post-harvest activities, livestock care, and increasingly in cash cropping.**

On the one hand, they have productive activities in agriculture and livestock management. On the other, they have chief responsibility for reproductive activities, that is, the bearing and rearing of children and maintenance of the household (Amadi, 2012). Women account for an estimated 75 per cent of farming population in Nigeria, as farm managers, primary owners and suppliers of labour.



The Federal Ministry of Agriculture and Rural Development (FMARD) recognizes the above gender differences and has made broad policy commitments, which address them in various sector policies. This document affirms existing policy commitments on gender within the Agriculture sector. It goes further to pull the different policy strands on gender together and also clarifies how to translate policy rhetoric into concrete measurable action that will help achieve the overarching agriculture sector goals.

In this regard, the National Gender Action Plan responds to the following three key questions:

- ***What are the common gender priorities across current policies and frameworks in Nigeria's agriculture sector?***
 - ***What types of activities are required in order for programming and interventions to eventually lead to increased food production, improved food security, less food importation and increased exportation?***
 - ***Who are the key collaborators (stakeholders) FMARD needs to work with to achieve measurable scale and success?***
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To answers to these important questions, the NGAP has been structured around three key pillars derived from the APP:

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FOOD SECURITY

2

VALUE CHAIN UPGRADE

3

SECTOR GOVERNANCE

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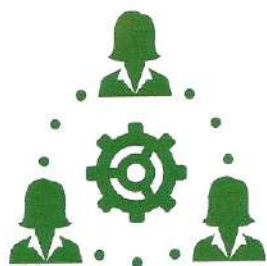
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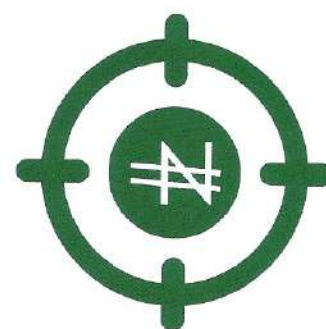


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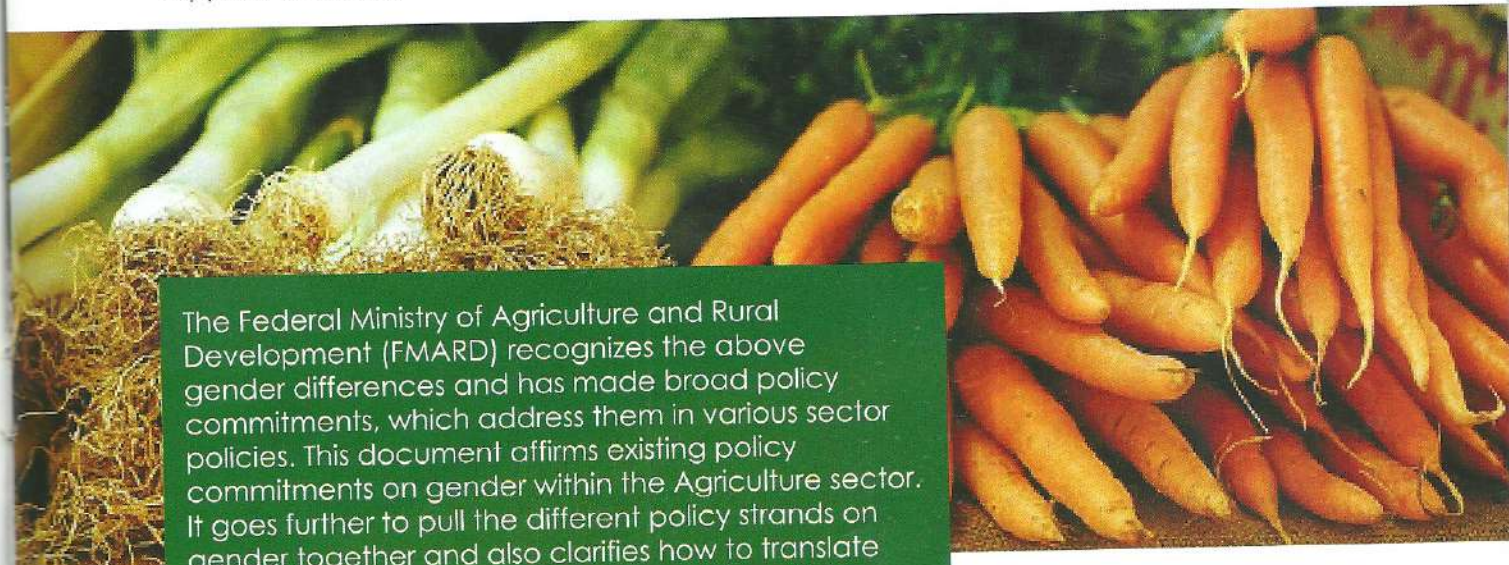
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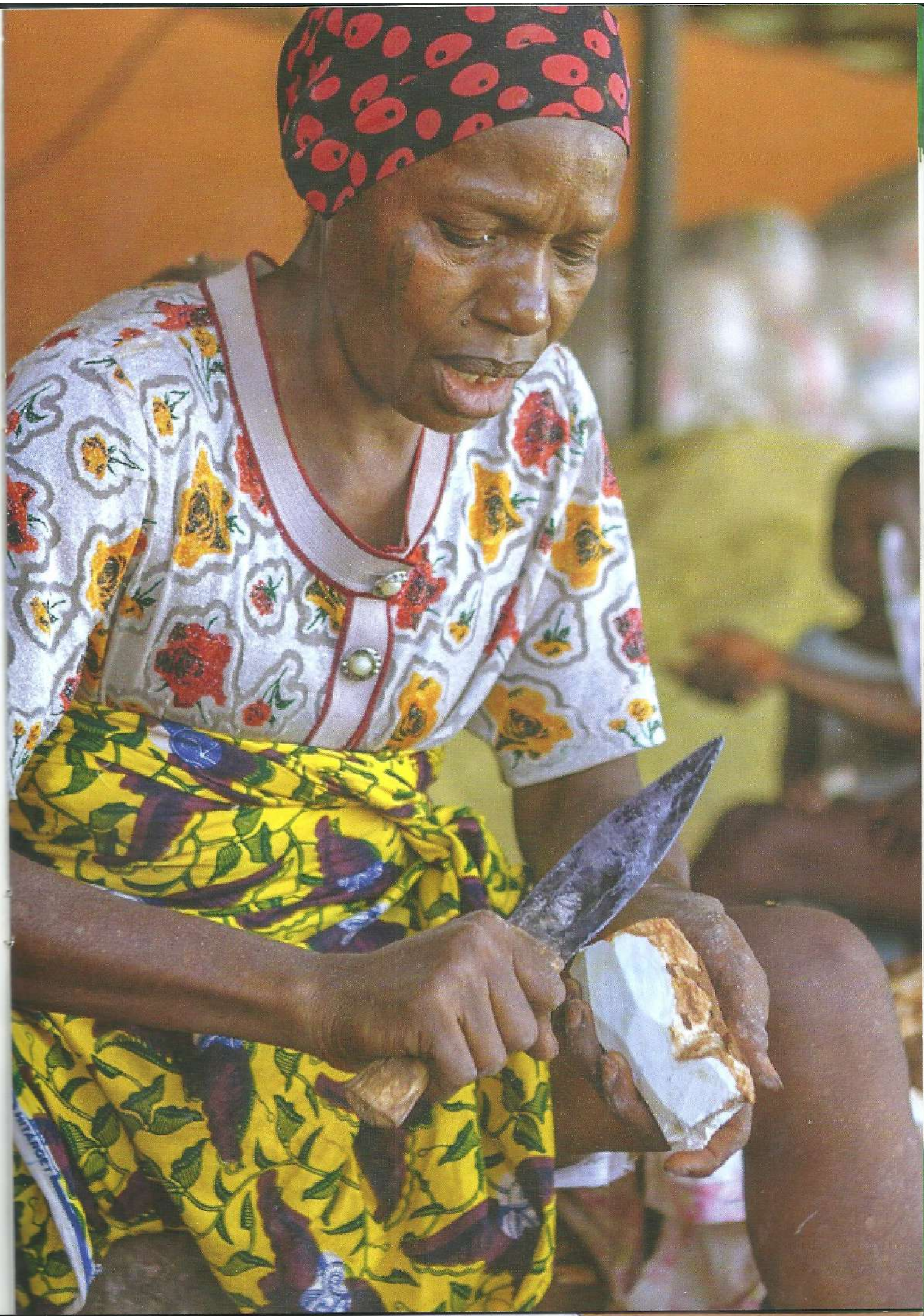
FOOD SECURITY

2

VALUE CHAIN UPGRADE

3

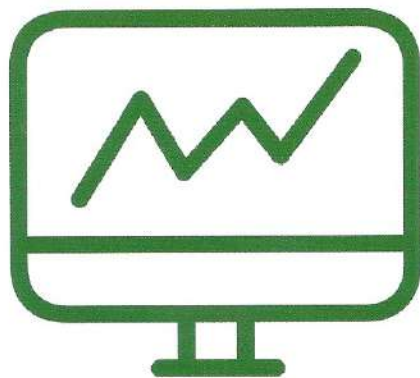
SECTOR GOVERNANCE





2. METHODOLOGY

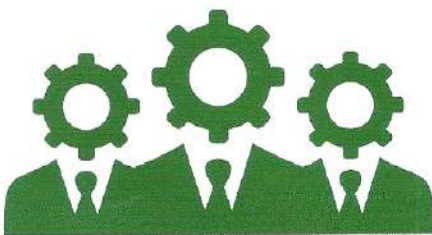
The National Gender Action Plan is based on information generated using the following methods:



i. An extensive desk review of secondary data:

This included field visit reports, project evaluation reports, available sector diagnostic reports such as the LIFE Blueprint and project status reports, the ATA gender audit report and the IFAD country evaluation report, 2015.

This was complimented by a review of various sector policies and strategies including the Agriculture Promotion Policy (The Green Alternative), LIFE, the Food Security and Nutrition Strategy as well as the Agriculture Gender Policy.



ii. Stakeholder Engagement :

This involved key informant interviews with the various individuals and teams responsible for gender-focused delivery within FMARD and also a consultative forum with key Ministries such as Federal Ministry of Women Affairs and Social Development (FMWASD) and Federal Ministry of Industry, Trade and Investment (FMITI), and development partners running active programmes focused on women in agriculture.



3. REGULATORY FRAMEWORK FOR FMARD GENDER ACTION PLAN

The regulatory framework for the FMARD National Gender Action Plan comprises the following:



- i. *The Agriculture Promotion Policy (i.e. the Green Alternative Plan)*
- ii. *The Agriculture Gender Policy*
- iii. *The Food Security and Nutrition Strategy*
- iv. *The Livelihood Improvement Family Enterprise (LIFE)*
- v. *The draft National Social Protection Policy for the Social Investment Programme (SIP)*
- vi. *The National Gender Policy*

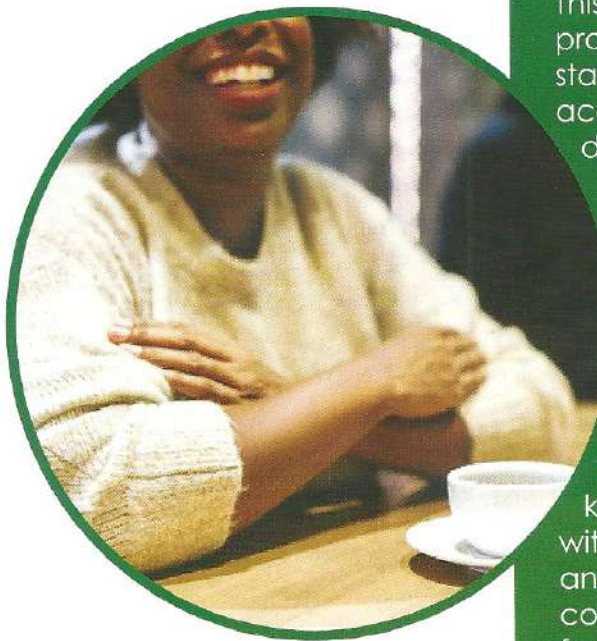
International best fit and good practice were also brought to bear in deciding priority gender actions. These were drawn from:

- i. *The Gender in Agriculture Sourcebook, 2009 (WORLD Bank/IFAD/FAO) .*
- ii. *The USAID toolkit on gender integration, 2012*
- iii. *DFIDs' briefing note on 'Rethinking Gender in Agriculture', 2011 .*
- iv. *Action Aid/OXFAM Guidance Note on "What works for Women in Agriculture", 2012 .*



4.1. Value Chain Upgrade

This refers to the processes involved in transferring the skills and knowledge required for improved yields and market access as well as diversification in value chain production. It will require some sustained interface with the private sector, which has not yet become institutionalized within the sector.



This pillar will address the packaging of locally produced goods to meet with the regulatory standards required for improved market access. This will first of all involve initiating a dialogue between regulatory agencies (e.g. NAFDAC, SON, CAC, etc.) and women in agriculture cooperatives, which is expected to take the form of a series of stakeholder dialogues organized within the six geopolitical zones on an annual basis. The aim is to discuss/ negotiate product standard requirements and agree on how more women in agriculture can become more knowledgeable and increasingly compliant with regulatory requirements on packaging and marketing. It is also expected that consensus will be reached, during these forums as to how regulatory standards can be

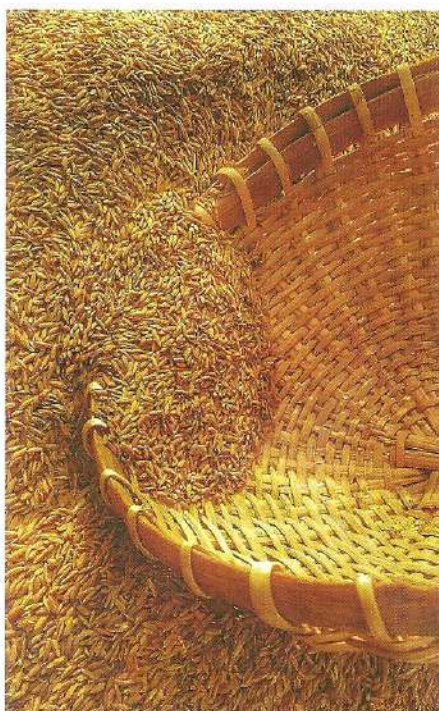
reviewed, for ease of adoption by small and medium enterprises, without compromising quality. In order to leverage on the range of available expertise, participants at the forum will also include research institutes, the academia, (e.g. the Association of Deans of Agriculture), Universities of Technology, etc.

“ As a compliment to the stakeholder forums, simplified, reader and language friendly information leaflets on regulatory standards will be produced and widely disseminated, especially among women in agriculture through cooperatives. ”

This pillar also envisages the organizing of financial literacy and entrepreneurship training for women farmers and cooperatives plus the adoption of electronic extension services provision. **One of the globally validated approaches to improving farmers' access to extension services is the adoption of a mobile SMS extension services platform. It is possible to model this along the lines of the electronic wallet system (E-WALLET)**, which helped to expand input access for previously marginalized farmers during the implementation of the Agricultural Transformation Agenda. This level of action will also leverage on existing platforms such as the SMART Woman Nigeria platform developed by the Federal Ministry of Communication Technology and PLATFEX, which is being developed by OXFAM.

FS 4.2. Food Security

This pillar deals with how more women farmers can be supported to improve the quantity and quality of food production and consumption. It draws from the Food Insecurity and Vulnerability Information and Mapping Systems Initiative framework contained in the Food Security and Nutrition Policy.



Also, it targets both the inclusion of smallholder farmers in the sector's activities as well as improved market access by women in agriculture. Some of the activities proposed here include: policy dialogues with the social investment programme structure in the **Office of the Vice President** to synergize around improved credit access for women in agriculture;

Policy round table sessions with the **Central Bank of Nigeria (CBN)** to agree on modalities for reaching more women in agriculture through ongoing micro credit schemes; organizing agriculture technology training and follow up for women in agriculture cooperatives; organizing advocacy sessions with traditional leaders to negotiate the use (not the ownership) of community lands for agricultural purposes, by women.

This is a strategic measure aimed at promoting improved access to land for women in agriculture, in the short term. **The focus here is to secure community approval that enables more women in agriculture to temporarily utilize lands for purely agriculture purposes on a seasonal basis.** This navigates the complex socio-cultural and legal nuances, behind land ownership in Nigeria and presents, in the immediate term, an option which most stakeholders are able to rally around. In the longer term, FMARD will mount a sustained advocacy campaign for a review of the provisions of the Land Use Act in order to address the gender related constraints around land ownership. Best practices from States like Kaduna will also be adopted in other States, where feasible.



4.3. Sector Governance

This has to do with the systems, institutions and decision making processes within the sector and how women's 'voices' and participation are more effectively integrated within them.

The data challenge within the sector remains a major impediment to the realization of the very important policy targets that have been laid out in the APP. Where activities are randomly carried out with no coherent system for periodic tracking (as well as documenting) results, the import of the activities are likely to be diminished.



The chances of sustaining the gains from such actions are minimized because the results tracking reports help provide a road map for further action. Also, the risk of duplication of activities are higher in a situation where data is not collated and stored plus the history of the sector will most likely omit records that are not properly documented and disseminated. Even more limiting to the current policy agenda is the dearth of gender disaggregated data as it contradicts the sector's policy commitments to gender- results.

Examples of activities proposed at this level include establishing a Federal/State mechanism for periodic collection of gender disaggregated data; establishing a sector gender task team or working group comprising representatives from the Ministry, its Agencies and State counterparts, civil society, the academia as well as international partners; and institutionalizing periodic consultations with women farmers at State level.



VALUE CHAIN UPGRADE

GOAL:



To support women in agriculture located in each geopolitical zone in transitioning from subsistence farming to medium or large-scale (commercial) agribusiness through training and post-training support, timely access to inputs and labor saving devices, and promoting improved regulatory standards and compliance.

OBJECTIVE: i

To identify potential gaps and opportunity areas for women in agriculture and provide value-adding skills support

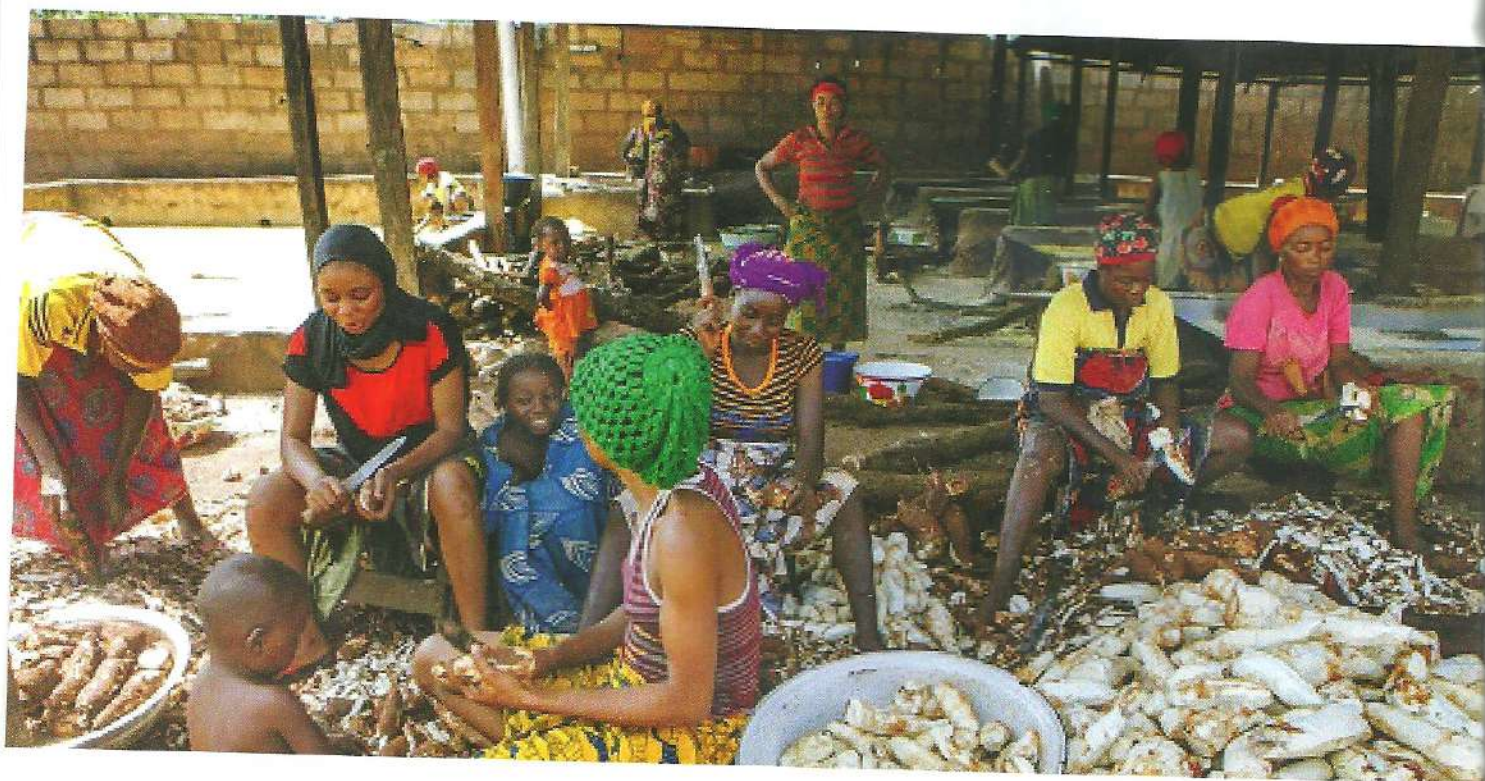
ACTIVITIES

Short Term: Conduct a national mapping exercise and SWOT to ascertain entry points for delivering value adding skills support to women in agriculture.

Long Term: Based on the results of the mapping exercise and SWOT, organize 1 (one) TOT workshop for 100 women in each geopolitical zone to enable interface with subsistence/commerical agricultural practice.

OBJECTIVE: ii

To provide women in agriculture with relevant training and skills within and across different value chains. (Alignment with comparative advantage on crops, livestock, fishery and aquaculture for each zone)



ACTIVITIES

Short Term: Develop and organize 1 (one) value chain diversification training for at least 1500 identified farmers per geopolitical zone.

Long Term: Provide technical and input support to 4500 women in agriculture per geopolitical zone.

■ **OBJECTIVE: iii** ■

To provide post – training, value chain diversification support to female farmers using available technology platforms

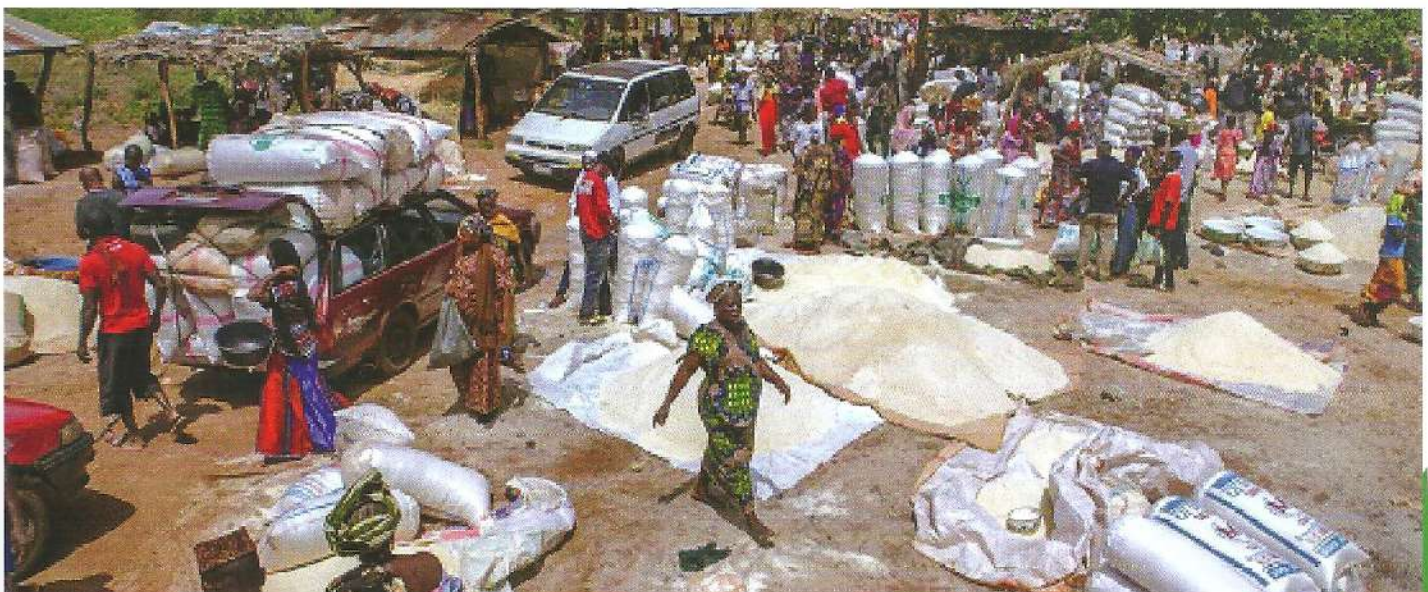
■ **ACTIVITIES** ■

Short Term: Institutionalize post-training support through SMS extension services to cooperatives and women farmers across the country by registering 3000 women per geopolitical zone to the E-extension services and other partner platforms.



Medium Term: Establish FBS for women groups to include literacy, numeracy, and nutrition-sensitive agriculture training.

Long Term: Ministry of Communication should finalize the SMART women mobile platform and FMARD should subscribe 3000 women per geopolitical zone.



■ **OBJECTIVE: iv** ■

To facilitate the timely provision of quality input support to value chains being promoted by the Ministry of Agriculture

■ **ACTIVITIES** ■

Short Term: Facilitate the allocation of 35% of government investment in equipment and subsidised inputs for women.

Long Term: Facilitate the allocation of 50% of government investment in equipment and subsidised inputs for women.

■ **OBJECTIVE: v** ■

To increase awareness and improve regulatory compliance with production and packaging standards among more women in agriculture.

Short Term: Organize 6 (six) sensitization forums between women in agriculture and agencies responsible for standards regulation and certification of products, especially those **with export potential**. (e.g. NAFDAC, SON, NEPC, NIPC, BOI-AGOA desk, EU, CAC, etc.).

Medium Term: Produce and disseminate at each forum, simplified reader and language-friendly information, education and communication (IEC) materials that explain standardization and regulatory requirements in agriculture.

■ **OBJECTIVE: vi** ■

To promote the adoption and improve access to labour saving technologies for women in agriculture.



■ **ACTIVITIES** ■

Short Term: Identify and begin to provide access to effective labour saving devices for beneficiaries of all value chain diversification trainings.

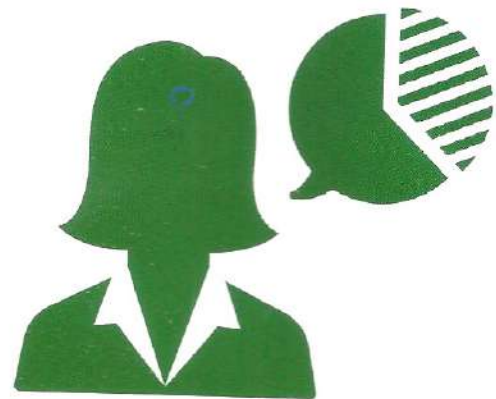
Long Term: Identify private sector partners to provide additional labor saving technologies and agree on shared targets and commitments with FMARD.

OBJECTIVE: vii

Advocate for 10% of government and private sector procurement contracts to go to women owned companies

ACTIVITIES

Short Term: Initiate advocacy with all female ministers, female NASS members, female heads of agencies, wives of governors, female commissioners (both federal and state level).



Medium Term: Procurement training of women-owned agribusinesses to access government and private sector contracts.





FOOD SECURITY

GOAL:



To support women in agriculture in improving the quantity and quality of food production and reduce post-harvest loss through exposure to nutrition-sensitive training and techniques, reducing barriers for accessing government-backed finance and credit facilities, and improving access to fertile land use through advocacy.

OBJECTIVE: i

To collaborate with nutrition experts in providing nutrition education and nutrition-sensitive agriculture technology training to at least 9000 women in agriculture.

ACTIVITIES

Short Term: Develop a standardised, gender-responsive nutrition training curriculum and education message.

Medium Term: Organize a training on nutrition sensitive agriculture for 9000 women farmers across six zones.

Long Term: Mainstream gender-responsive nutrition training curriculum and education message across the sector.

OBJECTIVE: ii

To reduce barriers to women's access to finance by facilitating discussions with the Social Investment Programme, CBN and other finance and credit-providing partners.



ACTIVITIES

Short Term: Organize 2 (two) Stakeholder Policy Dialogues to agree on modalities for reaching more women farmers through ongoing and future micro credit schemes and structures with the Social Investment Programme (SIP) in the Office of the Vice President and Central Bank of Nigeria (CBN).

Long Term: Conduct quarterly meetings with the SIP management team to review participation of women in agriculture. Promote women's participation in the design of credit facilities to make the access criteria more gender responsive.

OBJECTIVE: iii

To negotiate use of community land by women farmers for farming purposes in at least 5 (five) communities per geopolitical zone.

Short Term: Organize at least 6 (six) advocacy meetings in 2018/2019 with traditional leaders to negotiate women's use of community lands for agricultural purposes.

Long Term: Organize sustained advocacy with media and development partners for a gender friendly review of the Land Use Act.



SECTOR GOVERNANCE

GOAL:



To improve women's active participation in sector decision making and institutions by strengthening internal institutional capacity on gender, improving communication and tracking of gender achievements between federal, states, and LGAs, and creating a feedback mechanism to influence policymaking.

OBJECTIVE: i

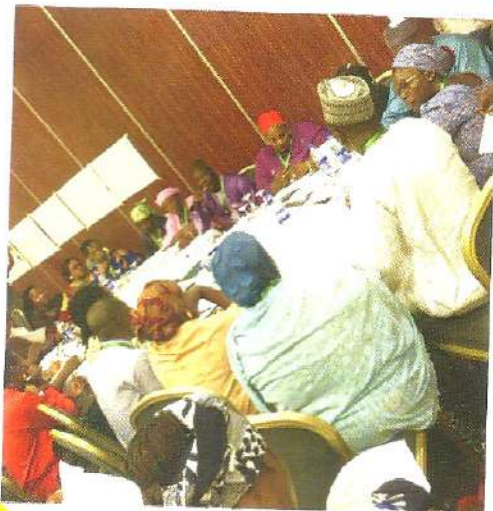
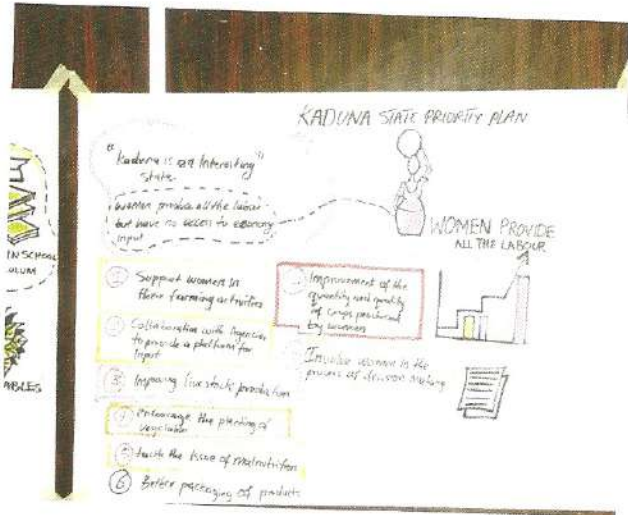
To institutionalize a gender tracking system between FMARD and state M.A.N.R.'s. Add local governments

ACTIVITIES

Short Term: Convene gender awareness fora for Managers, ADPs, relevant NARIs, FMARD Federal and State M & E officers, ADP, WiA units per geopolitical zone. Using SPA stakeholder engagement Model.

Medium Term: Establish Women-in-Agric. data bank and make available to both offline and online platforms (Open Source)

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