

Smallholder Women Farmers and the Budget
(A Review of Niger State Budgets 2015 – 2019)



**Small Scale Women Farmers Organisation in Nigeria
(SWOFON)**

And



Centre for Social Justice (CSJ)
(Mainstreaming Social Justice in Public Life)

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Written By

Eze Onyekpere Esq

**Sandra Osammor
and
Suleiman Abdullahi**

(With research support from Martins Eke)

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Centre for Social Justice (CSJ)

Plot 836, Emmanuel Aguna Crescent, Off Idris Ibrahim, Off Obafemi Awolowo, Jabi.

P.O.Box 11418, Garki, Abuja

Tel: 08055070909, 08127235995

Website: www.csj-ng.org; Email: censoj@gmail.com; Blog: csj-blog.org

Facebook: Centre for Social Justice Nigeria; Twitter: @censoj

Centre for Social Justice (CSJ)

Table of Contents

List of Tables and Boxes	vi
Abbreviations and Acronyms	vii
Acknowledgement	ix
Executive Summary	x
Chapter One: Introduction	1
1.1 Background	1
1.2 Study Methodology	3
1.3 Objectives and Rationale for the Study	3
1.4 Niger State in Context	5
1.5 Small Scale Women Farmers Organisation in Nigeria (SWOFON) Charter of Demands	6
Chapter Two: Policy and Legal Standards	8
2.1 Introduction	8
2.2 International Standards	8
2.3 National Policy and Legal Standards	15
Chapter Three: Budget Analysis	20
3.1 The Budget and Agriculture	20
3.2 Budget Allocations to the Agriculture Sector 2015 -2019	21
3.3 Relevant Line Items from the Budgets that may Benefit SHWF	22
3.4 Actual Disbursements from the Budgets and Implementation	32
Chapter Four: Other Funding Support, Research and Costing The Charter of Demands	37
4.1 Resources from Loans and Grants to Agriculture	37
4.2 Central Bank of Nigeria's Development Banking Intervention	40
4.3 National Cereals Research Institute	45
4.4 Costing the Charter of Demands	46
Chapter Five: Conclusions and Recommendations	48
5.1 Summary of Findings and Conclusion	48
5.2 Recommendations	49

List of Tables

Table 1: Allocation to the Agriculture 2015-2019

Table 2: 2015 Funded Projects that may Benefit SHWF

Table 3: 2016 and 2017 Appropriated Projects that may Benefit SHWF

Table 4: 2018 Appropriated Projects that may Benefit SHWF

Table 5: 2019 Appropriated Projects that may Benefit SHWF

Table 6: Actual Expenditure for 2017, 2018 and 2019 Financial Years

Table 7: Resources from Loans and Grants

Table 8: Niger State Beneficiaries of CBN Agricultural Credit Guarantee Scheme Fund (ACGSF) Disaggregated by Gender

Table 9: Funds Disbursement under the ABP by Anchors (2015 – 2018)

Table 10: Costing of Niger State SWOFON Charter of Demands

Box

Box 1: Key Achievements of the Value Chain Development Project

Abbreviations and Acronyms

ABP	Anchor Borrowers Programme
ADF	Agriculture Development Fund
AMIS	Agricultural Market Information System
APP	Agricultural Promotion Programme
ARCN	Agricultural Research Institute of Nigeria
ATA	Agricultural Transformation Agenda
ATASP	Agricultural Transformation Agenda Support Program
AU	African Union
BP	Business Plan
CAADP	Comprehensive Africa Agricultural Development Programme
CBN	Central Bank of Nigeria
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CSOs	Civil Society Organisations
FMARD	Federal Ministry of Agriculture and Rural Development
FOA	Food and Agriculture Organisation
GDP	Gross Domestic Product
GES	Growth Enhancement Scheme
ICESCR	International Covenant on Economic, Social and Cultural Rights
ICT/KM	Information Communications Technology/Knowledge Management
IDA	International Development Association
IFAD	International Fund for Agricultural Development
IITA	International Institute for Tropical Agriculture
JICA	Japanese International Cooperation Agency
KOICA	Korean International Cooperation Agency
LGAs	Local Government Areas

MDAs	Ministries, Departments and Agencies of Government
MT	Metric Tonnes
NAIC	Nigerian Agricultural Insurance Corporation
NALDA	National Agricultural Land Development Authority
NAMDA	Niger State Agricultural and Mechanisation Development Authority
NAP	National Agriculture Policy
NBS	National Bureau of Statistics
NCRI	National Cereals Research Institute
NGOs	Non-Governmental Organisations
NIRSAL	Nigeria Incentive-Based Risk Sharing System for Agricultural Lending
NSMARD	Niger State Ministry of Agriculture and Rural Development
PPPs	Private-Public-Partnerships
Q	Quarter
RPC	Rice Production Cluster
RPGs	Rice Production Groups
SCPZ	Staple Crop Processing Zones
SDGs	Sustainable Development Goals
SHWF	Smallholder Women Farmers
SPGs	Sorghum Production Group
SWOFON	Small Scale Women Farmers Organisation in Nigeria
UN	United Nations
UNICEF	United Nations Children’s Fund
VCDP-AF	Value Chain Development Programme
VSO	Voluntary Services Organisation

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Executive Summary

Chapter One is the introduction. It deals with background issues, study methodology, objectives and rationale of the study as well as Niger State in context. It reviews the Niger State SWOFON Charter of Demands. The specific objectives of the programme leading to this study are to:

- ❖ *Conduct baseline studies on the agriculture budget of Niger State, Federal Government of Nigeria and four other focal states over the period 2015-2019;*
- ❖ *Disseminate the findings of the study to SWOFON and other publics;*
- ❖ *Support SWOFON to use the findings of the study to engage the supply side of agriculture funding.*

This study therefore investigates the extent to which the Niger State Government through its annual budgets have facilitated support for smallholder women farmers across the State in recent years.

Chapter Two reviews national and international standards on gender in agriculture. The standards reviewed include the International Covenant on Economic, Social and Cultural Rights (ICESCR), Convention on the Elimination of all forms of Discrimination against Women (CEDAW), Sustainable Development Goals (SDGs), Comprehensive Africa Agricultural Development Programme (CAADP), Protocol to the African Charter on Human and Peoples Rights on the Rights of Women in Africa, Beijing Declaration and Platform for Action and the Maputo and Malabo Declarations. The national standards include the Constitution, Agriculture Promotion Policy, Gender Policy in Agriculture, National Gender Policy, Economic Sustainability Plan and Niger State's Agriculture Policy.

Chapter Three is the budget analysis. It reviews the budget allocations to agriculture in the light of the Malabo and Maputo Declarations. The average allocation to agriculture for the study period was 6.1 percent. It reviews the line item provisions and their coherence with policy positions. The study recorded challenges with budget credibility, policy coherence and participation by smallholder women farmers. Actual budget funding was 5.93 percent of the total votes that may benefit SHWF in 2017, 16.18 percent in 2018 and 7.39 percent in 2019. This pattern does not indicate that the State has a systematic and sustainable funding mechanism for agricultural interventions in accordance with the Agriculture Promotion Policy which stipulates that the period 2018-2020 should be one of heavy funding for gender in agriculture. The Chapter also reviewed some achievements recorded within the study period.

Chapter Four reviewed funding from loans and donor support, special intervention funds of the Central Bank of Nigeria as well as the contribution of the research institute in the

State. It concludes with a costing of the equipment and materials in the Niger State SWOFON Charter of Demands. The cost came up to N 2.371 billion.

Chapter Five is the findings, conclusions and recommendations. The following recommendations flow from the study.

To the Executive

(i). Considering that the State has a policy on agriculture, the policy should be costed in an implementation plan to guide budgeting and the realisation of policy objectives.

(ii). To improve policy coherence, develop a gender responsive budget toolkit or guideline for mainstreaming gender into agriculture sector budgets. This should be followed by capacity building of public officials in relevant Ministries, Departments and Agencies of Government (MDAs) on national and international standards governing agriculture.

(iii). Contribute to the credibility of the budgeting process through inter alia revenue forecasts that are based on empirical evidence and realistic budgets that are based on attainable revenue.

(iv). Further to the above, the State should consider ring-fencing agriculture capital funds to ensure their disbursement and use for the purpose for which they were appropriated.

(v). Activate the Agriculture Coordination Platform to open up all stages of the budgeting process to popular inputs and involve SHWF in planning and implementation of agricultural policies and programmes in the State. This should include budget preparation, monitoring and evaluation, reporting, etc.

(vi). Conduct needs assessment of the respective agriculture stakeholders before arriving at decisions on the kind of support to provide and the location of the farmers that need the support.

(vii). Provide affirmative action quotas in state funded agriculture credits and loans and ensure that such quotas are built into donor funded projects and agricultural loans.

(viii). Reduce and review the lengthy, tedious and cumbersome process of acquiring loan or credit to suit the needs of SHWF and rural women farmers.

(ix). The State Government should fulfill its obligations towards counterpart funding by appropriating and releasing funds in a timely manner.

(x). Improve monitoring and evaluation and develop gender indicators. Collect, collate and analyse gender disaggregated data on agricultural finance and productivity and across the value chains and use the results for policy and implementation.

(xi). To improve transparency and accountability, publish and disseminate quarterly budget implementation reports on agriculture, mid-year reports and full year reports within two months after the end of the reporting period.

(xii). Increase agriculture funding to not less than 10 percent of the budget in accordance with the Maputo and Malabo Declarations and especially bring a strong focus on:

- ❖ Targeted extension services which links SHWF with innovations, research findings, education on new farming techniques, etc. This involves strong collaboration with local governments. Increasing the number of state and local government level female extension workers is imperative;
- ❖ Capacity building on climate change resilience, adaptation and mitigation strategies as well as organic farming;
- ❖ Capacity building on management of agriculture cooperatives, financial literacy and group dynamics in its link to modern agriculture practices;
- ❖ Removing drudgery from agriculture through gender friendly mechanization; low-cost equipment and machinery such as hand-held power tillers, ploughs, planters, harvesters, etc., especially locally produced and fabricated equipment which is serviced by local technicians and artisans;
- ❖ Transparent and well managed state level programme of revolving micro-credit facilities to increase the productive capacities of women;
- ❖ Improved seeds/seedlings, stems, fertilisers, pesticides, feeds, animal stock storage facilities, irrigation facilities;
- ❖ The reactivation of the sixteen Irrigation Schemes in the State.
- ❖ Investments across the value chains including processing equipment for product's preservation and value addition as well as capacity building to minimise post-harvest losses.
- ❖ Information Communications Technology/Knowledge Management (ICT/KM) Framework through using new devices to enhance ICT/KM capacity in the sector as well as reviving radio farm broadcasts designed to provide information to farming communities. On extension service, ICT has opened a new vista that can transform how extension services are rendered. This is about building an Agriculture Information Management Platform where all sources of information could converge as a one stop platform that facilitates farming.

(xiii). Tackle insecurity as a cross-cutting issue which negatively affects all sectors of the economy but disproportionately disrupts women's participation in agriculture.

To the Legislature

- A.** Enact a Framework Law for gender responsive budgeting with special provisions on gender mainstreaming in agriculture.
- B.** Training of members of the Niger State House of Assembly, especially the Committees on Appropriation, Finance, Agriculture, Women Affairs on gender responsive budgeting.
- C.** Improve oversight over the expenditure of appropriated funds on the study theme.

To Civil Society Including SWOFON

- A.** Collaborate with the executive in the development of a gender-responsive budget toolkit or guidelines on mainstreaming gender into agricultural sector budgets. Indeed, the first draft can be prepared by SWOFON and other civil society groups.
- B.** Engage the executive and legislature for the implementation of the above recommendations through advocacy visits, monitoring and reporting, action research, etc. on issues related to the study theme.
- C.** Organise sensitisation and capacity building programmes for grassroots women farmers to improve knowledge and skills on the subject matter.

Chapter One

INTRODUCTION

1.1 Background

Agriculture is to a great extent focused on issues related to crop production, livestock, fisheries and forestry. In its full value chain, it is about processes and systems ranging from land clearing, planting and tending, harvesting, storage, processing and value addition.¹ The value chain extends to downstream activities such as finance and marketing of agricultural produce. The value chain of agricultural products is quite extensive and provides the basis for various production and service delivery processes.² Agriculture is relevant to the provision of adequate food, employment and livelihood opportunities, raw materials for industries, etc.

Food security, in its relationship with food imports impacts on the value of the Nigerian currency, the Naira and the inflation rate.³ On the other hand, food exports generate foreign exchange. The broad stretch of agriculture provides the basis for the Niger State Ministry of Agriculture and Rural Development's (NSMARD) definition of its overarching goal as follows:⁴

"In concert with the major development policy thrust of Government, the overarching goal is to take advantage of the diverse agricultural resources in the State and develop an agricultural sector that guarantees food security, employment generation, reduction of poverty and facilitate agro industrial growth towards accelerated economic development of the State which is private-public-partnership propelled.

The focus on agro-based industrialization, tagged Agricultural regeneration is in view of the enormous agricultural potentials of the State and its importance as a huge opportunity for accelerating income generation, employment, food security, and export earnings. The strategy anchors on stimulating Private-Public-Partnerships (PPPs) in order to develop/industrialize/modernize the State's economy. The administration considered the modernization of agriculture as a fulcrum for the structural transformation of the economy and the sustainable reduction in the incidence of poverty. Therefore, most of the other sectors, policies and strategies were revolved around the promotion of agriculture.

¹ <https://fmard.gov.ng/value-chain/>

² The products or derivatives from the palm tree for instance are used in the confectionary, cosmetics and pharmaceutical industries. Cocoa is widely used in the beverage industry, etc.

³ The National Bureau of Statistics, Foreign Trade Statistics, Q4 2019 indicates that Nigeria imported N6.096 trillion worth of food between 2016 and 2019 and this has contributed to the depreciation of the currency. The demand for foreign exchange is greater than the supply. Food inflation is one of the key drivers of the high inflationary rate in Nigeria. Data from the Nigerian Bureau of Statistics (NBS) in the last 18 months show that food took up over 50% of consumer expenditure in Nigerian households.

⁴ <https://nigeragric.org/ministry/our-goal/>

The specific mandate of the agriculture sector in Niger State is stated to be:⁵

- *To reduce poverty, curb youth unemployment, food and raw material production for the people of Niger State.*
- *Generation of employment in Agricultural sector for farmers, youths, women and retired public and private workers.*
- *Facilitate rural development.*
- *Promote development of Agro allied industries in Niger State.*
- *Promote on-Farm Research and Development in Agriculture.*
- *Providing all necessary support for timely accessibility of agro-inputs at affordable costs.*
- *Market development to ensure accessibility and good price for the farmers in Niger State.*
- *Promote value chain development.*
- *Liaising with Federal establishments and other stakeholders on general agricultural development issues.*

The projects under the NSMARD include the Niger State Agricultural and Mechanisation Development Authority (NAMDA), Fadama 111 Additional Financing Project, Alliance for Green Revolution in Africa, Value Chain Development Project and Agriculture Transformation Agenda Support Programme.⁶

According to the National Gender Policy in Agriculture:⁷

“Women carry out about 80% of agricultural production, 60% of agricultural processing activities and 50% of animal husbandry and related activities, yet women have access to less than 20% of agricultural assets”.

Majority of the farmers in Nigeria are smallholder farmers and majority of the smallholder farmers are women. Thus, smallholder women farmers (SHWF) contribute a lot to the food security of Nigerian households. They produce the bulk of the food that the nation feeds on. Women are involved in the agriculture value chain from clearing of the farm, planting, weeding, attending to animals and fish, harvesting, and packaging of agricultural products, etc. However, SHWF face huge challenges of access to land, finance and other factors of production. Essentially, a study on budgeting for SHWF in Niger State is an enquiry on whether the budget takes cognisance of gender mainstreaming and Nigeria’s obligations under a multiplicity of international, regional and national standards.⁸ Gender is understood as the socially and culturally constructed roles and differences between

⁵ <https://nigeragric.org/ministry/mandate/>

⁶ <https://nigeragric.org/>

⁷ At page 71 of the Gender Policy in Agriculture, Federal Ministry of Agriculture and Rural Development, 2019.

⁸ The standards include Universal Declaration of Human Rights, Convention on the Elimination of all Forms of Discrimination against Women, International Covenant on Economic, Social and Cultural Rights, Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa, National Gender Policy and Gender Policy in Agriculture, etc.

boys and girls, men and women which give them unequal value, opportunities and life chances in the sector.⁹

1.2 Study Methodology

The study methodology entailed desk reviews of literature related to agriculture, meetings with representatives of relevant agencies and focus group discussions. Documents reviewed include national and international agricultural standards. The standards include the National Agriculture Policy, National Gender Policy on Agriculture, International Covenant on Economic, Social and Cultural Rights (ICESCR), Convention on the Elimination of all forms of Discrimination against Women (CEDAW), Sustainable Development Goals (SDGs), Maputo and Malabo Declarations, Comprehensive Africa Agricultural Development Policy (CAADP), etc. Others are the State budgets and budget implementation reports, including the votes of NSMARD, Ministry of Livestock and Fisheries Development and other relevant Ministries, Departments and Agencies of Government (MDAs), Auditor-General's reports, etc. The mandate and activities of the research institution in the state were reviewed to determine its link to the needs of SHWF. Furthermore, the availability and adequacy of extension services were reviewed.

The study held meetings and focused group discussions with key government officials, programme coordinators, non-governmental organisations and members of SWOFON. The study also costed the activities and programmes contained in the Niger State SWOFON Charter of Demands.

The draft report was presented to stakeholders at a validation meeting where it was reviewed and critiqued. Stakeholders present at the meeting include SHWF and SWOFON members, government agencies, civil society groups, the media. The relevant views expressed at that meeting have been reflected in the study. All the above steps were taken to ensure that the study is cogent in revealing the current position of public funding of SHWF's activities in Niger State.

1.3 Objectives and Rationale for the Study

In Nigeria, agriculture has remained a major employer of labour. However, the contribution of the sector to national economic outputs in GDP which has averaged 25.44 percent in the last two years has not been commensurate to the national potentials in the sector. The national yield per hectare, meat and milk production and valued added along the value chain shows that agriculture can contribute more to GDP if properly managed. This is due to the nature of agriculture practiced by majority of farmers - subsistence farming that is rain fed, practiced with primitive equipment like the hoe and cutlas,¹⁰ producing mainly for self-consumption as against production for the market and with very little modern inputs in seeds, seedlings, fertilisers, agro-chemicals as well as a poor understanding of the full rudiments of organic farming. Benefitting from extension

⁹ Gender Policy in Agriculture, supra.

¹⁰ SWOFON has initiated a campaign to domicile and retire the hoe and cutlas to the museum where it properly belongs, as an artifact to be seen by future generations.

services, proper storage facilities, value addition, market access, communications and intelligence information is not a common feature of subsistence farming.

Governments across Nigeria have launched various programmes to improve farming and value addition in agricultural products.¹¹ These include dedicated funds to be accessed by farmers, establishment of research institutes and universities of agriculture, extension services, etc.¹² Some of the programmes target increasing farmers' access to improved and mechanised tools; some also target changing farmers' methods of farming, while some others focus on increasing farmers' access to improved farm inputs.

Available statistics suggest that official programmes seem to benefit men more than women.¹³ Agriculture policy implementation seems to be gender neutral and gender blind as it fails to explicitly recognise existing gender differences in accessing public resources by men and women. This leads to inequality. Inequality undermines the contribution of a critical segment – one half of society. This runs against the fundamental principles of equality before the law and equal protection of the law. Reducing inequality in agriculture is essential, not only for achieving social justice but to promote sustainable development and poverty reduction.¹⁴ It is both a moral and economic imperative. There have therefore been concerted calls for government to provide women-specific and women-focused agricultural programmes that will help to improve the farming conditions of smallholder women farmers.

The overall goal of this study is to provide technical support to SWOFON through a baseline study and analytical review of public expenditure in the agriculture sector over the periods 2015-2019. It is also to provide an agenda for mainstreaming gender on the agenda of public budgeting at the federal and state levels. The specific objectives of the programme leading to this study are to:

- ❖ *Conduct baseline studies on the agriculture budget of the Niger State and Federal Governments of Nigeria and four other focal states over the period 2015-2019;*

¹¹ Some of these programmes were code named Operation Feed the Nation, Green Revolution, Directorate for Food Roads and Rural Infrastructure, National Agricultural Land Development Authority (NALDA), National Fadama Development Project, National Special Programme on Food Security: Root and Tuber Expansion Programme (RTEP), Agricultural Transformation Agenda (ATA): and Agricultural Promotion Policy (APP), etc.

¹² The National Agriculture Research System has 15 Commodity based Research Institutes, 11 Colleges of Agriculture, a Specialised National Agriculture Extension Institute, over 50 Faculties of Agriculture in regular Federal Universities and 3 Specialised Universities of Agriculture; the FMARD has 11 agencies and 37 state offices.

¹³ Some of the schemes demand land title documentation, collaterals and evidence of ongoing businesses worth tens or hundreds of millions of naira. For instance, the guidelines for the Commercial Agriculture Credit Scheme (CBN collaborating with FGN) defines a corporate/large scale borrower as a business with asset base of not less than N100million and having the prospect to grow the net asset base to N250 million while medium scale borrowers should be worth not less than N50 million with the prospects of growing to N150million in the next three years. Many women owned enterprises do not fall into these categories.

¹⁴ See *CEDAW - A Tool for Gender Sensitive Agriculture and Rural Development Policy and Programme Formulation*.

- ❖ *Disseminate the findings of the study to SWOFON and other publics;*
- ❖ *Support SWOFON to use the findings of the study to engage the supply side of agriculture funding.*

This study therefore investigates the extent to which the Niger State Government through its annual budgets have facilitated support for smallholder women farmers across the State in recent years. It seeks to establish the links between international, regional and national standards on gender and agriculture and the budget in recognition of the plan, policy, budget continuum. Plans, policies and laws ought to resonate in the budget for their meaningful implementation.

In addition, the Small-Scale Women Farmers Organisation in Nigeria (SWOFON) has prepared and submitted a Charter of Demands to the Niger State Government. This study therefore investigates the extent to which Appropriation Laws of the State Government provided for the items in the Charter of Demands. The study equally provides financial estimates for the items in the State Charter of Demands.

1.4 Niger State in Context

Niger State is one of the 36 states in Nigeria. It was created in 1976, situated in the North Central geo-political zone with the largest landmass covering about 76,363km², which is about 8.26% of the total land area of Nigeria.¹⁵ The State has 25 local government areas with Minna as the state capital.¹⁶ The major cities include Bida, Kontagora, and Suleja. The State is bordered to the North by Zamfara State, the West by Kebbi State, the South by Kogi State, South West by Kwara State, North-East by Kaduna State and South East by the FCT. The State also has an international boundary with the Republic of Benin along Agwara and Borgu LGAs to the North West. It has eight major rivers: Niger, Kaduna, Gbako, Eko, Gurara, Ebba, Ega, and Mariga. The common fishes found in these rivers are: Nile Perch (Lates) Trunck fish, Cat fish, Osteoglosid, Tilapia, Synodontis, Tiger fish, Moon fish, Mormyrid and Electric fish¹⁷

The State's population is 3,950,249, comprising of 2,032,725 males and 1,917,524 females according to the 2006 census. These represent the proportional share of 51.5% for males and 48.5% for females respectively. As opposed to a national annual population growth rate of 3.2%, Niger State is growing at 3.4% annually. The main source of livelihood for the majority of the population is farming; 85% of the population are farmers while the other 15% are engaged in other forms of economic activities such as banking, trading, transportation, local arts and crafts¹⁸.

¹⁵ Nigeria is reported to have a total land area of 923,768km². See <https://www.google.com/search?channel=crow2&client=firefox-b-d&q=land+mass+of+Niger+State>. Another source puts the land mass of Niger state at 8.6 million Ha out of which 70% is arable. <https://nigeragric.org/fadama-iii-additional-financing-project/>

¹⁶ See First Schedule, Part 1 of the Constitution of the Federal Republic of Nigeria 1999 as amended.

¹⁷ See <https://nairametrics.com/wp-content/uploads/2013/05/Facts-and-Figures-about-Niger-State1.pdf>

¹⁸ See <https://nigerstate.gov.ng/about-niger/>

Niger State experiences distinct dry and wet seasons with annual rain fall varying from 1,100mm in the northern parts to 1,600mm in the southern parts. The maximum temperature (usually not more than 94°C) is recorded between March and June, while the minimum is usually between December and January. The rainy seasons last for about 150 days in the northern parts to about 120 days in the southern parts of the State. The rain fed subsistence crops the State produces are pearl millet, sorghum, rice, and maize, cassava while it grows cow peas and onions for commercial purposes. The State also produces garlic, peppers, potatoes, and wheat in limited quantities.

The State is home to the three large hydro-electric dams in Jebba, Kainji and Shiroro dams with a surface area in hectares of 35,000, 130,00 and 31,200 respectively.¹⁹ This implies a potential of providing water and irrigation for all season farming. The State is referred to as the ‘Power House’ of the nation because all three major hydroelectric power stations (at Kainji, Jebba and Shiroro) are situated in the state while the construction of the fourth Hydro-Electric Power Station in Zungeru is on-going. Furthermore, Binda – Badeggi in Niger State is one of the Staple Crop Processing Zones (SCPZ) in the country and as such, an entry point for any agricultural intervention. According to the Niger State Bureau of Statistics, as at 2017, there were 366 large farms covering 12,838 hectares in the State.

Niger State is not left out in the poor performance of the agriculture sector in Nigeria which is as a result of a multiplicity of binding constraints. Even though the State has the largest land mass in the country, only 30% of the arable land is under cultivation and not up to 1% of its irrigable land is used for irrigation²⁰. The State’s potential in agriculture is yet to be fully explored and utilised. Aside from the State’s fertile soil and good climate, it is blessed with natural and mineral resources like Talc, Gold, Ball Clays, Silica, Sand, Marble, Copper, Iron, Feldspar, Lead, Kaolin, Casserole, Columbite, Mica, Quartzite, and Limestone.

SHWF in Niger State play a significant role in the agricultural value chain as they are involved in a range of activities that bring agricultural products from production to utilisation and consumption. Findings from this study show that over time, more women have moved from production to processing because of insecurity in their local communities.

1.5 Small Scale Women Farmers Organisation in Nigeria (SWOFON) Charter of Demands

SWOFON is an association of over 500,000 smallholder women farmers with membership cutting across 35 states in Nigeria. The organisation’s goal is to end the cycle of poverty among smallholder women farmers and to stop all forms of discrimination against them. The Niger State branch of the Organisation was launched in 2016 and has 10,228 (ten thousand, two hundred and twenty-eight) registered members from the 25

¹⁹ https://en.wikipedia.org/wiki/List_of_dams_and_reservoirs_in_Nigeria

²⁰ Niger State Website: Available at nigerstate.gov.ng/

local government areas. The organisation has been advocating for the inclusion of women in agricultural support and services provided to farmers in the State. In order to advance their goal, SWOFON compiled a Charter of Demands that is used to advocate for support from the government. These demands are:

- A Local Government Committee is established to tackle insecurity /farmers herders' crisis.
- Access to soft loans from the government.
- The provision of gender friendly machineries for increased productivity e.g. hand sprayers, tillers, ploughs, planters, etc.
- Supply and access to free/subsidised farming inputs including fertilisers, chemicals, pesticides, hybrid seedlings.
- Capacity building/training on best agricultural practices; e.g., climate resilient farming.
- Construction of good road networks for easy access to markets.
- Engagement of smallholder women farmers in state budget preparation for the agriculture sector.
- Building of central storage facilities in their communities.
- Consultations and town hall discussions between duty bearers and smallholder women farmers.
- Timely release of state budget for agriculture to support smallholder women farmers.

During a focus group discussion held with members of SWOFON, the consensus was that the Charter of Demands is still relevant as the government is yet to meet the demands. However, the State Ministry of Agriculture recently approved 3,100 (three thousand, one hundred) bags of fertilisers that will be sold to SHWF at a subsidised rate. This allocation according to the women is barely enough to meet their needs.

The Charter of Demands will be costed in Chapter Four of this study.

Chapter Two

POLICY AND LEGAL STANDARDS

2.1 Introduction

Laws and policies cover all facets of human existence from cradle to grave. Agriculture is no exception as there are standards defining rights, entitlements and duties for men and women in crop cultivation, animal husbandry, fisheries and forestry practice. Some of the standards provide special protection for women and girls as they have remained vulnerable through the historical fact of marginalisation.

Implicit in this analysis is the concept of rights which is guaranteed by these standards for the benefit of women. Apart from the bare letters of the law which affirm a declaration of a right for a class of beneficiaries, for the right to be effective, it must create a specification of the content of the right or an account of what goods, interests or capacities the right protects; class of duty bearers and their specific duties and social responsibilities; a means and process of validation in the event of a breach. Rights must also have a reasonable and effective means of realisation by rights holders or implementation by duty bearers.²¹ Rights must not be inchoate or incapable of enforcement and thereby simply translate into dead law that has no links with the concrete living conditions of its holders.

There are international and national standards governing governmental action in agriculture in relation to women and gender mainstreaming.

2.2 International Standards

At the level of international law, Nigeria as a member of the international community has been active in signing and ratifying human rights treaties.²² Being a member of the United Nations (UN) and the African Union (AU), Nigeria's international obligations are guided by the international and regional human rights conventions, treaties and other standards, which have become common standards of achievement for all peoples and all nations. Nigeria is expected to implement its voluntarily entered obligations in good faith in accordance with the doctrine of *pacta sunt servanda*.²³ Niger State, being a part of the Nigerian Federation is bound to implement all duly applicable standards.

The global and regional scenes have witnessed a number of international declarations, protocols and agreements on issues that target increasing women's participation in economic activities and reducing discrimination against women. These agreements and

²¹ M.E. Winston, International Institute of Human Rights Strasbourg, Collection of Lectures 2002.

²² Edwin Egede, Bring Human Rights Home: An Examination of the Domestication of Human Rights Treaties in Nigeria. *Journal of African Law* (2007) 249-284.

²³ Article 26 of the 1969 Vienna Convention on the Law of Treaties - Every treaty in force is binding on the parties to it and must be performed by them in good faith.

declarations look at the fundamental impediments to women's productive capacities. The standards will now be reviewed.

A. International Covenant on Economic, Social and Cultural Rights (ICESCR):²⁴ In article 11(2) (a), the ICESCR states:

"2. The States Parties to the present Covenant, recognizing the fundamental right of everyone to be free from hunger, shall take, individually and through international co-operation, the measures, including specific programmes, which are needed:

(a) To improve methods of production, conservation and distribution of food by making full use of technical and scientific knowledge, by disseminating knowledge of the principles of nutrition and by developing or reforming agrarian systems in such a way as to achieve the most efficient development and utilization of natural resources".

This state duty is to be exercised in such a way that its benefit inures to everyone on the basis of equality since:

*The States Parties to the present Covenant undertake to ensure the equal right of men and women to the enjoyment of all economic, social and cultural rights set forth in the present Covenant.*²⁵

This right to freedom from hunger is conceptualised within the larger right to an adequate standard of living and to the continuous improvement of living conditions²⁶ and further elaborates the standard setting provisions of article 25 (1) of the UDHR. By article 2 of the ICESCR, state parties are to take steps, to the maximum of available resources, for the progressive realisation of rights contained in the Covenant, by all appropriate means, including particularly the adoption of legislative measures. It is interesting to note that budgets are enacted as legislation, being Acts of Parliament.

B. Convention on the Elimination of All Forms of Discrimination against Women (CEDAW):²⁷ CEDAW contemplates not just formal equality and opportunities in the enjoyment of rights and freedoms necessary for improved agriculture production by women but also equality of results.²⁸ CEDAW provides for agriculture within the context of improvement of rural livelihoods. It states in article 14 inter alia:

"1. States Parties shall take into account the particular problems faced by rural women and the significant roles which rural women play in the economic survival of their families,

²⁴ Adopted and opened for signature, ratification and accession by General Assembly resolution 2200A (XXI) of 16 December 1966 entry into force 3 January 1976, in accordance with article 27.

²⁵ Article 3 of the ICESCR.

²⁶ Article 11 (1) of the ICESCR.

²⁷ Adopted and opened for signature, ratification and accession by General Assembly resolution 34/189 of 18 December 1979 and entered into force on 3 September 1981 in accordance with article 27 (1).

²⁸ See Food and Agriculture Organisation of the UN (FAO): A Tool for Gender Sensitive Agriculture and Rural Development Policy and Programme Formulation at page 14.

including their work in the non-monetized sectors of the economy, and shall take all appropriate measures to ensure the application of the provisions of the present Convention to women in rural areas.

2. States Parties shall take all appropriate measures to eliminate discrimination against women in rural areas in order to ensure, on a basis of equality of men and women, that they participate in and benefit from rural development and, in particular, shall ensure to such women the right:

(d) To obtain all types of training and education, formal and non-formal, including that relating to functional literacy, as well as, inter alia, the benefit of all community and extension services, in order to increase their technical proficiency;

(e) To organize self-help groups and co-operatives in order to obtain equal access to economic opportunities through employment or self-employment;

(f) To participate in all community activities;

(g) To have access to agricultural credit and loans, marketing facilities, appropriate technology and equal treatment in land and agrarian reform as well as in land resettlement schemes;

These rights, where empirical facts support it, can be the basis for affirmative action principles recognised in article 4 of the CEDAW to the effect that:

“1. Adoption by States Parties of temporary special measures aimed at accelerating de facto equality between men and women shall not be considered discrimination as defined in the present Convention, but shall in no way entail as a consequence the maintenance of unequal or separate standards; these measures shall be discontinued when the objectives of equality of opportunity and treatment have been achieved”.

In situations like the extant one in Nigeria, special affirmative action quotas specifying entitlements to public agricultural resources will be required for substantive equality that will lead to equality of results.

C. Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa: The Protocol articulates agriculture related issues in article 15 within the context of the right to food security. It states:

“States Parties shall ensure that women have the right to nutritious and adequate food. In this regard, they shall take appropriate measures to:

a) provide women with access to clean drinking water, sources of domestic fuel, land, and the means of producing nutritious food;

b) establish adequate systems of supply and storage to ensure food security.

Furthermore, in article 19 on the right to sustainable development, the Protocol provides:

Women shall have the right to fully enjoy their right to sustainable development. In this connection, the States Parties shall take all appropriate measures to:

- a) introduce the gender perspective in the national development planning procedures;*
- b) ensure participation of women at all levels in the conceptualisation, decision-making, implementation and evaluation of development policies and programmes;*
- c) promote women's access to and control over productive resources such as land and guarantee their right to property;*
- d) promote women's access to credit, training, skills development and extension services at rural and urban levels in order to provide women with a higher quality of life and reduce the level of poverty among women;*
- e) take into account indicators of human development specifically relating to women in the elaboration of development policies and programmes.*

D. Sustainable Development Goals (SDGs): The current global development goals of the United Nations formally referred to as the Sustainable Development Goals (SDGs) have replaced the former global development goals of the United Nations formally named the Millennium Development Goals (MDGs). The Sustainable Development Goals (SDGs) have a total of seventeen (17) goals, and five (5) out of the entire seventeen (17) are connected to the subject of this study.

SDGs 1 and 2 focus on eradicating poverty; ending hunger and achieving food security, improved nutrition and sustainable agriculture. The second and fourth targets of Goal 1 specifically focus on poverty among women and how to reduce it. In particular, Target 1.4 of Goal 1 states:

“By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance”

The implication of the Fourth Target of Goal 1 stated above is that women's access to economic resources should be increased in order to reduce poverty among women. Supporting this demand for increased access to economic resources, Target 2.3 of Goal 2 equally states:

“By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources

and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment”

The target of doubling women’s agricultural productivity by the year 2030 therefore gives rise to the need to focus more on governments’ activities that help the process.

Further, Target 2.4 of Goal 2 states:

By 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters and that progressively improve land and soil quality.

This is about combatting climate change and building resilience and sustainability into agriculture.

Goal 5 is about achieving gender equality and empowering all women and girls. Targets 2.1 and 2.17 are relevant:

2.1 End all forms of discrimination against all women and girls everywhere.

2.7 Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws

Ending discrimination against women everywhere includes ending it in agriculture and food production. SDGs 9 and 13 focused on domestication of technology and innovation and removal of drudgery in agriculture;²⁹ and the challenges of climate change on agriculture.³⁰

E. Beijing Declaration and Platform for Action³¹

The Declaration calls for:³²

Increase training in technical, managerial, agricultural extension and marketing areas for women in agriculture, fisheries, industry and business, arts and crafts, to increase income-generating opportunities, women’s participation in economic decision-making, in particular through women’s organizations at the grass-roots level, and their contribution to production, marketing, business, and science and technology;

²⁹ Increase the access of small-scale industrial and other enterprises, in particular in developing countries, to financial services, including affordable credit, and their integration into value chains and markets.

³⁰ Taking urgent action to combat climate change and its impact.

³¹ Adopted at the 16th Plenary Meeting, on 15 September 1995 of the Fourth World Conference on Women meeting in Beijing, China.

³² Paragraph 82 (j) of the Declaration.

Furthermore, at paragraph 258 (a), it provides for:

“Provide technical assistance to women, particularly in developing countries, in the sectors of agriculture, fisheries, small enterprises, trade and industry to ensure the continuing promotion of human resource development and the development of environmentally sound technologies and of women’s entrepreneurship”.

F. Comprehensive Africa Agricultural Development Programme (CAADP): 2003

The Comprehensive Africa Agricultural Development Programme (CAADP) is built around four pillars namely; (a) extending the area under sustainable land management and reliable water control systems; (b) improving rural infrastructure and trade-related capacities for improved market access; and (c) increasing food supply and reducing hunger. The fourth and long-term pillar is on agricultural research, technological dissemination and adoption. In terms of actions at national level, African Governments are expected to increase capacity to support farmer productivity; establish partnership between public and private sector for increased investment; increase the efficiency and use of water supply for agriculture; and enhance agricultural credit and financing schemes for small-scale and women farmers.

CAADP recognises the role and agency of women in farming and rural development. It seeks to achieve an annual growth rate of at least 6% in agricultural gross domestic product in every country involved through an investment of at least 10% of annual national budgets in the agricultural sector.³³ It is described in the following words:³⁴

The Comprehensive Africa Agriculture Development Programme (CAADP) is a good example of a framework that has inspired and energised African agricultural research institutions, farmers’ associations, African governments and the private sector who believe that agriculture has a pivotal role in development. In essence, CAADP is about boosting investment to stimulate growth in the agricultural sector. This means bringing together the public and private sectors and civil society – at the continental, regional and national levels – to increase investment, improve coordination, share knowledge, successes and failures, encourage one another and to promote joint and separate efforts.

CAADP is built on the imperative of participation by all stakeholders on a non-discriminatory basis and the need to tap the energy and potentials of all members of the African human family for sustainable progress and growth in agriculture.

³³ <https://www.google.com/search?channel=crow2&client=firefox-b-d&q=CAADP+of+NEPAD>

³⁴ <https://www.nepad.org/cop/comprehensive-africa-agriculture-development-programme-caadp>

G. Maputo and Malabo Declarations on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods (2014)

The Maputo commitments of African Heads of State and Governments were reaffirmed in Malabo on the tenth anniversary of CAADP.³⁵ The key commitments relevant to women in agriculture include:

*Reaffirming our resolve towards ensuring, through deliberate and targeted public support, that all segments of our populations, particularly women, the youth, and other disadvantaged sectors of our societies, must participate and directly benefit from the growth and transformation opportunities to improve their lives and livelihoods.*³⁶

II. Commitment to Enhancing Investment Finance in Agriculture

2. We commit to enhance investment finance, both public and private, to agriculture; and to this end we resolve:

a) to uphold our earlier commitment to allocate at least 10% of public expenditure to agriculture, and to ensure its efficiency and effectiveness;

b) to create and enhance necessary appropriate policy and institutional conditions and support systems for facilitation of private investment in agriculture, agri-business and agro-industries, by giving priority to local investors;

III. Commitment to Ending Hunger in Africa by 2025

3. We commit to ending hunger in Africa by 2025, and to this end we resolve:

a) to accelerate agricultural growth by at least doubling current agricultural productivity levels, by the year 2025. In doing so, we will create and enhance the necessary appropriate policy and institutional conditions and support systems to facilitate:

- sustainable and reliable production and access to quality and affordable inputs (for crops, livestock, fisheries, amongst others) through, among other things, provision of 'smart' protection to smallholder agriculture;*
- supply of appropriate knowledge, information, and skills to users;*

³⁵ Approved by the Heads of State and Government of the African Union at the 23rd Ordinary Session of the AU Assembly in Malabo Equatorial Guinea from 26-27 June 2014 on theme of the African Year of Agriculture and Food Security: *Transforming Africa's Agriculture for Shared Prosperity and Improved Livelihoods through Harnessing Opportunities for Inclusive Growth and Sustainable Development, also marking the tenth Anniversary of the Adoption of the Comprehensive Africa Agriculture Development Programme.*

³⁶ Preambular paragraph 8 of the Declaration.

- *efficient and effective water management systems notably through irrigation;*
- *suitable, reliable and affordable mechanization and energy supplies, amongst others.*

IV. Commitment to Halving Poverty by the year 2025, through Inclusive Agricultural Growth and Transformation

4. We resolve to ensure that the agricultural growth and transformation process is inclusive and contributes at least 50% to the overall poverty reduction target; and to this end we will therefore create and enhance the necessary appropriate policy, institutional and budgetary support and conditions:

c) to create job opportunities for at least 30% of the youth in agricultural value chains;

d) to support and facilitate preferential entry and participation for women and youth in gainful and attractive agri-business opportunities.

2.3 National Policy and Legal Standards

Being a signatory to international (global and regional) treaties and declarations, it is required of the Federal Government of Nigeria to domesticate the international policy and legal standards in Nigeria. As a result, the Federal Government of Nigeria has enacted a number of national policies and legal standards on the subject of this study. This subsection therefore discusses some of these policies and legal standards.

A. The Constitution of the Federal Republic of Nigeria 1999: The Constitution is the supreme law and any law inconsistent with it is void to the extent of its inconsistency.³⁷ In S. 42, the Constitution provides for the transcendental principle of non-discrimination in the enjoyment of rights and freedoms as well as the carrying out of obligations. It states:

42. (1) A citizen of Nigeria of a particular community, ethnic group, place of origin, sex, religion or political opinion shall not, by reason only that he is such a person:-

(a) be subjected either expressly by, or in the practical application of, any law in force in Nigeria or any executive or administrative action of the government, to disabilities or restrictions to which citizens of Nigeria of other communities, ethnic groups, places of origin, sex, religions or political opinions are not made subject; or

(b) be accorded either expressly by, or in the practical application of, any law in force in Nigeria or any such executive or administrative action, any privilege or

³⁷ S. 1 (3) of the Constitution. Unless the context otherwise refers, any reference in this study to the Constitution is a reference to the Constitution of the Federal Republic of Nigeria 1999 (as amended).

advantage that is not accorded to citizens of Nigeria of other communities, ethnic groups, places of origin, sex, religions or political opinions.

(2) No citizen of Nigeria shall be subjected to any disability or deprivation merely by reason of the circumstances of his birth.

The above section applies across board to all sectors of Nigerian life including agriculture especially in respect of government policies and their implementation.

B. Agriculture Promotion Policy (APP) – 2016-2020

The Agriculture Promotion Policy of 2016-2020 came as an appraisal and follow-up on the successes of the Agricultural Transformation Agenda – ATA of 2011-2015. The APP's priorities are in food security, import substitution, job creation and economic diversification. There are eleven guiding principles namely agriculture as a business; agriculture as a key to long-term economic growth and security; food as a human right; value chain approach; prioritising crops; market orientation and factoring climate change and environmental sustainability. Others are participation and inclusiveness, policy integrity, nutrition sensitive agriculture and agriculture's linkages and other sectors.

APP has a thematic area on youth and women and this seeks to maximise their contribution to agricultural production and elimination of discriminatory practices in the employment of women and youth in the sector. Specifically, it states that:³⁸

“In a number of cases, such discrimination is explicit (e.g., via cultural inheritance practices) or inadvertent. A key goal of policy should be to shift behaviours that result in negative outcomes for youth and women and reinforce such shifts by expanding wealth creation opportunities for youths and women”.

The constraints to women and youth in agriculture were identified to be: Poor enforcement of gender-based policies, as well as institutional bias; lack of capacity and employment opportunities for internship and mentoring; limited access to finance; lack of mechanisation serves as disincentive to women and youths; and lack of synergy between and among MDAs and other non-state actors in respect of implementation of women and youth programmes.³⁹

The policy thrust for overcoming these constraints were defined as follows: Develop and launch entrepreneurship platforms that create a pathway for youth and women to enter agribusiness economy to expand cooperation with CBN's intervention funds targeted at women and youth e.g. MSME; facilitate investment advisory support for potential entrepreneurs; and review the subsisting gender policy document with a view to improving the implementation activities and expand training of key leaders and influencers across

³⁸ APP at pages 45-46.

³⁹ APP at page 46.

FMARD to ensure that gender/youth considerations are integrated into decision making. Others are to expand capacity building for women and youth for entrepreneurship, including technical training and access to financial services and facilitate dialogue with farmer groups and service providers (for women and youth) to expand the pool of ideas FMARD can pursue to institutionalise change.⁴⁰ In the implementation timeline, APP scheduled “heavy support” for women and youth for the years 2018- 2020.

C. Gender Policy in Agriculture – 2016

The Gender Policy in Agriculture (2016) is a policy that is conceived as a gender mainstreaming strategy to the Agricultural Promotion Policy. The Gender Policy in Agriculture picks out components of the National Gender Policy, and incorporates them into the APP. The policy therefore promotes and ensures that gender sensitive and gender responsive approaches are adopted in every plan and programme geared towards agricultural sector development.

It has a broad goal of ensuring that all Nigerians, irrespective of gender, have equal opportunities and access to the resources, services and programmes of the agricultural sector. This is considered as the only guarantee for food security and economic growth in Nigeria. Similarly, the Policy has key objectives including: To develop gender competencies of staff and partners in addressing gender gaps and gender aware programming; to institutionalise gender responsive programming (planning and budgeting), implementation, monitoring and reporting systems; to promote the use of gender-sensitive data collection and gender statistics for evidence-based planning, policy and programme design, implementation and evaluation. Others include to widen and manage partnerships and shared mechanisms amongst government institutions, development partners, CSOs, and private sector and incorporate appropriate actions to respond to practical and strategic gender needs in the agriculture sector and to improve the gender responsiveness in delivery of agricultural services.

D. National Gender Policy – 2006⁴¹

The National Gender Policy (Situation Analysis and Framework) policy goal in agriculture and rural development is to remove all gender-based barriers facing women in agriculture production and enhance the visibility and productivity of women’s work in the agricultural sector. This is to be implemented through three key objectives which are tied to implementation strategies.

Objective 1 is to remove all gender-based barriers to women’s participation in agricultural production and marketing. The strategies for implementation include: Remove all barriers to women’s access to critical resources needed for successful agricultural production (i.e. land, capital, credit, farm inputs, technology, water, and agricultural extension services

⁴⁰ APP at pages 46-47.

⁴¹ Federal Ministry of Women Affairs and Child Development, (2006), Volume 1.

etc.); involve women in agricultural policies, planning, and implementation of programmes and activities at all levels - Federal, State and Local Governments and provide farmers, especially females, with accessible and affordable technologies in all areas of agricultural activities.

Objective 2 is to mainstream gender into the agricultural sector, including agricultural policies, plans, programmes, and projects. The strategies for implementation include mainstreaming gender issues into policies, plans, programmes, and projects in the agricultural sector; create visibility for women's work in the agricultural sector; building the capacity of Agricultural Extension Workers in the area of gender analysis, and gender mainstreaming into programmes and activities.⁴²

Objective 3 is to build institutions to promote the activities of women in the agricultural sector, for sustained economic growth and development. The strategies for implementation include: Government, NGOs, and International Agencies working with women in agriculture should provide support for women-focused institutions in agricultural sector; provide a private sector support for women in agric-business, and especially provide bank loans; engender the field of agricultural studies, and build skills in gender research in the Faculties/Departments of Agriculture at the tertiary level and review and engender the 1978 Land Use Act, so that women can have access to land as a critical resource in agric-business.⁴³

E. Economic Sustainability Plan – 2020⁴⁴

The Economic Sustainability Plan (2020) intervention in agriculture has the objective of creating 5 million jobs in the agricultural sector while boosting agricultural production and guaranteeing food security. The guiding principle is to expand production and output by working closely with the private sector to address all issues along the value chain, including production, harvesting, storage, transporting, processing and marketing. The project elements are to identify between 20,000 and 100,000 hectares of land per State for agricultural use; explore financing options so that small holder farmers can access interest-free credit with a small administrative charge; involve individual farmers and agricultural cooperatives to increase agricultural labour capacity nationally and partner with private sector to implement strategies to increase yield per hectare including through out-grower schemes and knowledge transfer protocols and greater access to energy for production and refrigeration. The other is to guarantee market and mitigate post-harvest losses for the products through a combination of private sector off-takers, commodity exchanges, a government buy-back scheme, strategic reserve purchases.

⁴² Supra at page 69.

⁴³ Supra at page 70.

⁴⁴ This is a programme designed to ensure that Nigeria bounces back from the economic and social challenges occasioned by the corona virus pandemic.

All these will be done at a total cost of N634.9 billion over a twelve-month period. Considering the high number of women in agriculture, the implementation of ESP cannot deliver on its goal and objectives if the needs of women, especially the SHWF are neglected.

F. Niger State Agriculture Policy

Niger State recently approved an Agricultural Policy and Agriculture Investment Plan. The Policy on Agriculture is comprehensive and recognises the important role women play in agriculture in the State. The State's mission is:

“to create an enabling environment for agricultural growth and development in the state through the provision of accessible, timely and cost effective agro-inputs and supports as well as guaranteeing minimum prices for farm outputs with a view to ensuring food security on a sustainable basis and improving the economic well-being of the population”.

The Policy is aligned with the National Gender Policy in Agriculture 2016. The following are the provisions in the Policy that relate directly to women farmers: 1) At least 30% women inclusion in sector decision making and institutions; 2) The promotion of women friendly farm equipment; 3) More women farmers will be trained and absorbed into the government system to provide extension services. In turn female extension workers will be provided the enabling environment for improved farm productivity. Furthermore, 4) focus on gender will be considered during monitoring of the implementation of different agriculture projects and tracking the number of women that benefit from government assisted initiatives; 5) Agriculture extension materials will be revised to accommodate the peculiar needs of women farmers 6) Ensure access to new farm tools and implements that reduce drudgery and improve productivity and; 7) Focus will be put in ensuring that women have easy access to credit facilities.

2.4 Praxis

It is imperative to point out that Niger State has a policy governing gender and agriculture. It also relies on federal policies. Nigeria's laws and policies provide for gender mainstreaming in agriculture while the country's international obligations also recognise the process of engendering agriculture. The challenge is therefore not about laws and policies but their enforcement. It is also about monitoring and evaluation and learning from mistakes, challenges and failures which should be seen as the springboards of opportunity.

Chapter Three

BUDGET ANALYSIS

3.1 The Budget and Agriculture

The budget is the State's revenue and expenditure plan for a given year and shows the priorities of the State through the dedication of financial resources to meet various obligations. The budget is prepared as an estimate and an Appropriation Bill by the executive and presented for approval by the legislature before the end of a preceding financial year.⁴⁵ When approved by the legislature, it receives assent by the head of the executive to become law. Furthermore, there can be no public expenditure without legislative appropriation.⁴⁶ Even the procurement of loans for any purpose cannot be done by the executive without legislative approval.⁴⁷

Policies, plans and laws find resonance in the budget, in the policy, plan budget continuum. Essentially, the budget provides an opportunity for the state to channel resources to implement policies and plans. In this context, gender mainstreaming in the agriculture sector should be one of the considerations for the preparation, implementation, monitoring and evaluation of the budget. In line with objective 4 of the Gender Policy in Agriculture, institutionalising gender responsive budgeting (programme, planning and budgeting), implementation, monitoring and reporting systems is imperative for the protection of the interest of women farmers especially, the SHWF. The foregoing addresses the policy basis of a budget.

Budgets ought to be credible. The International Budget Partnership describes the budget credibility challenge as follows:⁴⁸

“Budget credibility describes the ability of governments to accurately and consistently meet their expenditure and revenue targets. At its core, budget credibility is about upholding government commitments and seeks to understand why governments deviate from these commitments. When budgets are not implemented as planned, spending priorities can shift, deficits may exceed projections, and critical services may be compromised. Moreover, governments consistently deviating from their budgets risk an erosion of public trust. This is relevant to the SDGs and specifically recognized by SDG indicator 16.6.1, which assesses whether governments implement their budgets”.

Furthermore, budgets are supposed to be products of popular participation and consensus building to reflect the actual needs of beneficiaries.

⁴⁵ See S.121 of the Constitution.

⁴⁶ S.120 of the Constitution.

⁴⁷ S. 41 and 44 of the Fiscal Responsibility which governs the process of federal and state borrowing considering the debts is a matter (item 50) on the Exclusive Legislative List of the Constitution.

⁴⁸ <https://www.internationalbudget.org/2018/07/why-budget-credibility-matters/>

3.2 Budget Allocations to the Agriculture Sector 2015 -2019

Unlike the practice at the federal level and in most states, Niger State capital projects are not listed according to Ministries, Departments and Agencies of Government (MDAs). They are rather grouped according to budget sectors specifically (1) administrative sector; (2) economic sector; (3) law and justice sector; and (4) the social sector. Agriculture falls under the economic sector. Thus, the pulled-out projects under this Chapter are drawn from the economic sector without being itemised under any MDA. They are projects that belong either to the Ministry of Agriculture and Rural Development or the Ministry of Livestock and Fisheries Development.

Table 1 shows the allocations to agriculture over the study period.

Table 1: Allocation to the Agriculture 2016-2019

Year	Total State Budget	Recurrent Allocation to Agriculture	Capital Allocation to Agric	Total Allocation to Agriculture	% Allocation to Agriculture
2016	89,740,710,634	543,763,860	2,057,890,372	2,601,654,232	2.89%
2017	108,074,298,251	547,722,399	6,794,000,000	7,341,722,399	6.79%
2018	128,070,602,977	503,371,634	12,022,727,080	12,526,098,714	9.78%
2019	159,529,728,377	734,235,063	7,231,101,763	7,965,336,826	4.99%

Source: Calculated from Approved Budgets 2016-2019

Nigeria is a signatory to the 2003 Maputo Declaration on Agriculture and Food Security in Africa and the Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods. These Declarations call for the allocation of not less than 10 percent of the total annual state budget to agriculture. They also provide a for a state duty to ensure that all segments of the population, particularly women, the youth, and other disadvantaged groups participate and directly benefit from agricultural growth and transformation opportunities that will improve their lives and livelihoods.

During the study period, the Niger State Government did not meet the Maputo and Malabo percentages. The highest allocation which is 9.78 percent was recorded in 2018. 2016 recorded 2.89 percent and an increase to 6.79 percent in 2017. In 2018, there was a further increase to 9.78 percent followed by a decline to 4.99 percent in 2019. Incidentally, 2018 was the year the state received the highest statutory allocation from the Federation Account within the study period.⁴⁹ The average allocation to agriculture within the study period was 6.1 percent. The foregoing shows an undulating allocation framework. The undulation permits of retrogression which contradicts the forward ever principle of progressive realisation of economic and social rights. The nature of state parties

⁴⁹ Statutory allocation is the biggest source of revenue for the State Government. It comes from the Federation Account established under S.162 of the Constitution.

obligation under the ICESCR to realise the rights to food, to work and continuous improvement of living conditions, etc., (which appropriate budgeting for agriculture is a step) is to move as expeditiously as possible towards the goal.⁵⁰

3.3 Relevant Line Items from the Budgets that may Benefit SHWF

This section will review the appropriated line items that may likely benefit SHWF for the study period. Tables 2 to 5 show the details of projects and activities that may likely benefit SHWF. Table 2 is for the year 2015.

Table 2: 2015 Funded Projects that may Benefit SHWF

S/No.	Program/Project	Released (N)	Expenditure (N)	Status (%)	Remark
1.	Procurement of 15,000 metric tonnes of assorted fertilizers.	855,000,000	855,000,000	100	Completed
2.	FADAMA III - Agricultural inputs (fertilizer, seeds and chemicals)	50,000,000	50,000,000	100	Completed
3.	Rural Access and Mobility –Rehabilitation/ Construction of Rural Roads	250,803,815	250,803,815	100	Completed
4.	Rice Post Harvest Processing and Marketing Pilot Project – Procurement of Equipment; Construction of Incubator Plant; Training for Rice Farmers, Parboilers, Millers and Traders	44,000,000	44,000,000	100	Completed
5.	Rice Processing Complex	8,000,000	8,000,000	100	Completed
6.	Value Chain Development Programme - Construction of Incubation Plant, Training and Purchase of Equipment	59,399,999	59,399,999	100	Completed
7.	Women and Children Education - Support to Market Infrastructure, Smallholder Productivity Enhancement Support to Farmers Organisations	100,000,000	100,000,000	100	Completed

Source: Niger State Approved Budget 2016 Budget

⁵⁰ “Any deliberate retrogressive measure in that regard would require the most careful consideration and would need to be fully justified by reference to the totality of rights provided for in the Covenant and in the context of the full use of the maximum of available resources”. See paragraph 9 of General Comment No.3 (Fifth Session 1990,) on the nature of States Parties obligations under article 1, paragraph 2 of the ICESCR.

With the exception of “Women and Children Education - Support to Market Infrastructure, Smallholder Productivity Enhancement, Support to Farmers Organisations”, all other line items could possibly benefit SHWF but do not specifically target them. This specific line item suffers from a level of vagueness (education, market infrastructure, productivity enhancement, etc.) because it does not specify what exactly is to be done with the vote. Fertilizer and inputs procurement would benefit all farmers. Construction of rural roads would be of benefit to all segments of the population beyond farmers and SHWF. The value chain development programme is vague as it did not indicate the particular crop, animal or fishery value chain it is meant for. This would have facilitated a clearer understanding and evaluation of the programme.

Table 3 is for projects that may benefit SHWF in the years 2016 and 2017⁵¹.

Table 3: 2016 and 2017 Appropriated Projects that may Benefit SHWF

Project Title	2016 Approved Allocation (₦)	2016 Supplement⁵² (₦)	2017 Approved Estimate (₦)
Buffer Stock Programme: (i). Procurement of Rice 329.5mt, Maize 100mt, Millet 100mt, Sorghum 104.5mt, and Beans 100mt; (ii). Purchase of Chemicals, Transportation, Handling charges, Flag-off of sales and (iii). Public sales and Storage bags. (iv). Procurement (mopping) of Agricultural Produce. This is tied to the N2.5billion	50,000,000	40,000,000	174,297,177
	-	-	2,500,000,000
Agrochemicals: Procurement of (i). 2000 Litres Cypermethrin; (ii). 1000 litres Dimethoate; and (iii). 80 units of CP 15 Sprayer	2,000,000	2,000,000	4,000,000
Mechanical Land Clearing Services for hiring of Heavy-Duty Equipment for Land Clearing Services	-	-	40,000,000
Tractor Hiring Scheme: (i). Rehabilitation of 15no Agriculture Equipment Hiring Centres; and (ii). Refurbishing of 22no Tractors and Implements	434,000,000	200,000,000	200,000,000
Integrated Farm Settlement Schemes: (i). Rehabilitation of 15no Agriculture Equipment Hiring Centres and (ii).	30,000,000	20,000,000	42,000,000

⁵¹ The following were listed as priority areas of Niger State Government funding in 2017: Roads and bridges; youth and women empowerment, education, health, water resources and dam's development, Bida road dualisation and Niger State Transport Authority. Whether women and youth empowerment means prioritising agriculture is not clear.

⁵² This refers to the approved Reviewed and Supplementary Budget. It is the main budget for the year - its figures will be used as it supplanted the old budget.

Refurbishing of 22no Tractors and Implements			
Development of Irrigation Scheme (i). Rehabilitation of 17no Irrigation Schemes; (ii). Purchase of 2HR3 Lister Pumps at Jimma Doko; (iii). Purchase of 1HR3 Lister pump at Chanchaga; and (iv). Provision of 400 Tube Wells 50 each at Jima - Doko, Lioji, Mambe and Gaba	456,000,000	150,000,000	250,000,000
NAMDA: A. Enhancement of Extension Service Delivery: (i). Pre-season Training for Extension Agents; (ii). Fortnight Training in 26 Centres Across the Zones and; (iii). Conduct of Management Training Plots, etc. B. Technical Services/Research: (i). Conduct of Monthly Technology Review Meetings; (ii). Conduct of On-farm Research Trials and; (iii). Provision of Experimental Tools, etc. C. Engineering Services: (i). Repairs/ Maintenance of Vehicles, Trucks and, Heavy Duty Machines; (ii). Renovation/ Maintenance of Existing Buildings/ Offices; and (iii). Procurement of Water Pumps for Farmers.	228,560,000	150,000,000	79,000,000
NAMDA: D. Fadama III + AF Activities in 12No LGA: Draw Down- N200,000,000; State Counterpart: N50,000,000.	131,832,327	131,832,327	200,000,000
NAMDA: E Rehabilitation/Construction of 176KM Rural Roads Across the State: World Bank: N300,000,000.00; State: N125,000,000	350,000,000	350,000,000	300,000,000
NAMDA: F. RIPMAPP Activities in Bida, Katcha and Lavun LGAs. JICA: N30,000,000, State: N20,000,000	50,000,000	50,000,000	30,000,000
NAMDA: G. KOICA Activities in the Modern Rice Processing Complex, Bida. KOICA: N10,000,000; State: N10,000,000	50,000,000	50,000,000	10,000,000
NAMDA: H. Value Chain Development Activities in Katcha, Bida Wushishi and Mokwa LGAs. Dev't. Partner: N300,000,000; State: N87.1m I.(i) Food and Nutrition Security	350,000,000	205,058,045	300,000,000
NAMDA: ii. Employment Generation Along 3 Value Chains: Rice, Cassava and Sorghun: FG N200,000,000 State: N66,480,502			200,000,000

NAMDA: J. Food Security Programme FG: N30,000,000 State: N30,000,000			30,000,000
Fertilizer Procurement: Procurement: Transportation and Distribution of Fertilisers	702,100,000	600,000,000	1,000,000,000
Nigerian Agricultural Insurance Corporation (NAIC): Payment of Premium Subsidy to NAIC	10,000,000	7,000,000	10,000,000
Agric Research and Consultancy: (i). 2017 Farmers Registration Under NAPI Consultancy. (ii). Quarterly Monitoring & Evaluation of Agriculture Projects; (iii). Impact Assessment/Consultancy Services for Agricultural Projects and; (iv). Sustainability Cadre Harmonise (CH) Programme	77,532,000	30,000,000	150,000,000
Crop Production Programme: Establishment of Pilot Shea-butter and Oil-Palm Plantation			27,000,000
Horticultural Crop Production Programme: Horticultural Crop Nurseries Development			5,000,000
Rural Farmers Empowerment: Training and Empowerment of Rural Farmers			60,000,000
FGN Agriculture Intervention Fund: State Contribution to the CBN Anchor Borrowers Programme.			150,000,000
Rural Infrastructural Development: Intervention on Rural Roads Development			50,000,000
Livestock Health Care Programme: (i). Construction of New Minna Abattoir. (ii). Vaccination of Cattle, Sheep and Goats; (iii). Rehabilitation of Bida, Kuta, Paiko and Kutigi Clinic; (iv). Rehabilitation of kagara and New-Bussa Clinics and; (v). Completion of Kontagora Abattoir	58,000,000	20,000,000	800,000,000
Poultry Production: (i). Equipping of Hatchery and (Provision of 30,000 Eggs Capacity Incubator) and; (ii). Drilling of Solar Powered Borehole.	11,000,000	5,000,000	11,000,000
Livestock Improvement and Breeding Centres: (i). Equipping of Veterinary Clinic at Tagwai Breeding Centres and (ii). Procurement of Supplementary Feeds and Concentrates	32,000,000	10,000,000	10,000,000
Fish Conservation and Multiplication: (i). Procurement of 2 Boats and Out Boat Engines (OBEs) (iii). Rehabilitation of Outdoor Ponds and Construction of Earthen Ponds for Fish Fingerlings Production and	17,500,000	10,000,000	32,000,000

(iii). Establishment of Fish Processing Outlet at Tagwai Hatchery			
Fishing Inputs: Procurement of 2,230 Fishing Nets, 1,500 fishing Hooks and 3,500 Twines	10,000,000	10,000,000	
Wuya Fish Farm Project: State Counterpart Contribution			
ECOWAS Fund Loan on Artisanal Fish Production: State Counterpart Contribution	2,000,000		
Rural Feeder Roads		2,000,000	
Total Votes that may benefit SHWF in 2016:		2,040,890,372	
Total Economic Sector Vote 2016		32,701,167,332	
Total Votes that may Benefit SHWF as a Percentage of Economic Sector Vote in 2016		6.24%	
Total Votes that may benefit SHWF in 2017			6,664,297,177
Total Economic Sector Vote 2017			47,755,509,674
Total Votes that may Benefit SHWF as a Percentage of Economic Sector Vote in 2017			13.95%

Source: 2017 Approved Budget of Niger State for 2016 Figures and Report of the Auditor General, 2017 on the Accounts of Niger State 2017, for the 2017 Figures

Table 3 shows that out of a vote of N32.701 billion for the economic sector in 2016, votes that may benefit SHWF in the agriculture sector got N2.040 billion which is 6.24 percent of the votes for the sector. It is imperative to point out that this pulled out projects are worth about 78.5 percent of all the votes to the agriculture sector. Furthermore, the Table shows that out of a vote of N47.755 billion for the economic sector in 2017, votes that may benefit SHWF in the agriculture sector got N6.664 billion which is 13.95 percent of the votes for the sector. It is imperative to point out that this pulled out projects are worth about 90 percent of all the votes to the agriculture sector. The figures for 2016 and 2017 shows an increase between the two years with the 2016 figure and percentage being far lower than the figure and percentage of 2017. The appropriation is progressive.

Table 4 is on projects that may benefit SHWF in the 2018 Appropriation of Niger State.

Table 4: 2018 Appropriated Projects that may Benefit SHWF

Project No	Project Title	2018 Approved Estimate
450/001	Buffer Stock Programme (i). Procurement of Assorted Grains: Rice 160mt, Maize 50mt, Millet 50mt. (ii). Flag-off and Logistics for Public Sales. CBN Commercial Agricultural Credit Scheme (Buffer Stock)	30,000,000
		1,500,000,000
450/002	Agrochemicals: Procurement of: (i). 2,000 Litres Cypermethrin; (ii). 1,000 litres Dimethoate and (iii). 78 units of CP15 Sprayer	5,000,000
450/004	Mechanical land clearing service: (i). Clearing of 200 Hectares of land under Accelerated Agriculture Development Scheme (AADSS) and (ii). Purchase of additional Tractors	100,000,000
450/005	Tractor Hiring Scheme: (i). Rehabilitation of 15 AEHCs, 5 Per Zone (ii). Refurbishing of 15no Tractors and Implements	1,700,000,000

450/006	Integrated Farm Settlement Schemes: (i). Upgrading of Tegina, Kuta, Nasko and Bida Farm Institutes; (ii). Agricultural Empowerment Programme; (iii). Construction/Equipping of Minna Skill Development Centre and (iv). Post Training Support to 30 Trainers	28,000,000
450/007	Produce Quality Control Programme: Construction of Cotton Market at Babanna	10,000,000
450/008	Agro-Mechanical Workshop: (i). Fencing of Minna Agro-Mechanical Workshop; (ii). Purchase of Workshop Tools and Equipment; (iii). Purchase of Mobile Workshop Van and (iv). Construction of Gate House at Minna Workshop	14,688,000
450/009	Home Economic Multi-Purpose Centre: (i). Rehabilitation of Bida, Kontagora and Suleja Home Economic Centres	20,000,000
450/012	Development of Irrigation Scheme: (i). Provision of 400 Tube Wells at Jima - Doko, Lioji, Mambe, Gaba, Ndaloke, Zara, Papiriri and 250no at Edozhigi and Chanchaga II as well as 400 Wash Bores 50 Each at the Afore-Stated Locations; (ii). Purchase of 2HR3 Lister Pumps at Doko and one at Chanchaga I; and (iii). Rehabilitation of 5 Irrigation Schemes	50,000,000
450/013	NAMDA: (i). Sustainable Programme on Extension Service Delivery; (ii). Agricultural Technology Generation and Transfer: Extension Services and Technical Services/Research; (iii). Production of Productive Infrastructure; (iv). Agricultural Input Distribution and Group Mobilization; (v). Agricultural Surveys and Support Management and; (vi). Purchase of Earth Moving Equipment.	150,000,000
	NAMDA: A. Fadama III + AF Activities: Draw Down, N1,671,000,000. State Counterpart: N50,000,000.	1,671,000,000
	NAMDA: B. Rehabilitation/Construction of Rural Roads Across the State: World Bank: N2,398,000,000.00; State: N100,000,000	2,398,000,000
	NAMDA: C. Agricultural Transformation Agenda Programme Phase I (ATASP1) with Focus on Rice, Sorghum and Irrigation Facilities. Draw Dawn: N137,419,2001, State: N66,144,001	137,419,201
	NAMDA: D. Value Chain Technical Support in Rice and Cassava in 5 LGAs. Draw Down: N1,500,000,000.00; State: N87,100,000.00	1,500,000,000
	NAMDA: E. Federal Government Supported Food Security Programme. Draw Down: N105,000,000.00, State: N42400,000.00	105,000,000
450/014	Fertilizer Procurement: Procurement and Transportation of 4,000MT Fertilizers (State Intervention)	600,000,000
450/017	Nigerian Agricultural Insurance Corporation (NAIC): Payment of Premium Subsidy to NAIC for Four Years (2014 - 2017)	12,500,000
450/018	Agric Research and Consultancy: (i). 2018 Farmers Registration Activities Under GES; (ii). Consultancy Services on Agricultural Projects/Programmes; (iii). Impact Assessment on Agricultural Projects/Programme; and (v). Sustainability Cadre Harmonise (CH) Programme in the State	110,000,000

450/019	Crop Production Programme: (i). Expansion of Pilot Ginger Farms in the State; (ii). Replication of Pilot Shea butter and Oil Palm Plantation in Zones A and C in the State	30,000,000
450/020	Horticultural Crop Production Programme: Production of Assorted Fruit Tree Seedlings in the Three Senatorial Districts of the State	10,000,000
450/022	Rural Farmers Empowerment: Training and Empowerment of Rural Farmers	40,000,000
450/024	FGN Agriculture Intervention Fund: State Contribution to CBN Anchor Borrowers Programme	150,000,000
450/025	Rural Infrastructural Development: Intervention on Rural Roads Development	50,132,662
451/001	Livestock Health Care Programme: (i). Rehabilitation and Furnishing of Bida, Kuta, and Kontagora Clinics; (ii). Statewide Vaccination Campaigns; (iii). State Contribution to the Construction of Minna Modern Abattoir; (iv). Avian Influenza and other Transboundary Diseases; and (v). Identification and Management solutions.	510,000,000
451/007	Poultry Production: (i). Purchase of Poultry Hatchery Equipment and Feed-mill Operational Materials	5,000,000
451/009	Livestock Improvement & Breeding Centres: (i). Development of Dairy Value Chain Programme; (ii). Procurement of 2no Moveable Milking Machines; (iii). Renovation and Equipping of Small and Large Ruminant Pens; (iv). Reticulation of Breeding Units for Ruminants Kidding/ Lambing Bays; and (v). Standardization of the Artificial Insemination Unit	10,000,000
453/001	Fish Conservation and Multiplication: i. Construction of Fish Market at Kundu; (ii). Purchase of Surveillance Boats and Life Jackets; (iii). Development of Fish Processing Centre at Tagwai Hatchery and (iv). Establishment of Model Fish Farm Estate	10,000,000
453/002	Fishing Inputs: (i). Procurement of Multifilament Nylon Nettings, Hooks, Twins -Floats and Lead	30,000,000
453/008	Research and Consultancy: (i). 2018 Registration of Fish and Livestock Farmers; (ii). Monitoring and Evaluation of Fisheries and Livestock Projects; (iii). Impact Assessment/ Consultancy Services; and (iv). Establishment of Management Information System	15,000,000
Total Vote that May Benefit SHWF		11,001,739,863
Total Economic Sector Vote		46,902,945,270
Total Vote that May Benefit SHWF as a percentage of Total Economic Sector Vote		23.46%

Source: Report of the Auditor-General on the Accounts of the Government of Niger State, 2018

Table 4 shows that out of a vote of N46.902 billion for the economic sector, votes that may benefit SHWF in the agriculture sector got N11.001 billion which is 23.46 percent of the votes for the sector. It is imperative to point out that this pulled out projects are worth more than 90 percent of all the votes to the agriculture sector. This is a reasonable vote in terms of percentages and the actual figure.

Table 5 is on projects that may benefit SHWF in the 2019 Appropriation of Niger State.

Table 5: 2019 Appropriated Projects that may Benefit SHWF

Project No	Project Title	2019 Approved Estimate
450/001	Buffer Stock Programme: (i). Procurement of Assorted Grains: Rice 600 bags, Maize 550 bags, Millet 500 bags, Sorghum 400 bags, Beans 250 bags and Transportation/Storage.	50,000,000
450/002	Agrochemicals: Procurement of Gramaxole and DD Force.	10,000,000
450/004	Mechanical Land Clearing Service: (i). Clearing of 200 Hectares of Land under the Agricultural Youth Employment Programme; (ii). State Government Contribution for Acquisition of Agricultural Machineries in Collaboration with China	100,000,000
450/005	Tractor Hiring Scheme: (i). Payment for 130 Units of Tractors	600,000,000
450/006	Integrated Farm Settlement Schemes: (i). Upgrading of Tegina, Kuta, Nasko and Bida Farm Institutes; (ii). Post Training Support to 30 Trainers	30,000,000
450/007	Produce Quality Control Programme: (i). Construction of Cotton Market at Babanna and Yam Conditioning Centres.	15,000,000
450/008	Agro-Mechanical Workshop: (i). Rehabilitation of Agro-Mechanical Workshop and Purchase of Mobile Workshop; (ii). Fencing of Minna Agro-Mechanical Workshop; and (iii). Purchase of Workshop Tools and Equipment	50,000,000
450/009	Home Economic Multi-Purpose Center: (i). Equipping and Rehabilitation of Suleja Multi-purpose Centre; (ii). Rehabilitation of Kontagora Home Economic Centre; and (iii). Renovation and Equipping of Home Economic Office, Minna	20,000,000
450/012	Development of Irrigation Scheme: (i). Rehabilitation of 3 Irrigation Schemes, one in each Senatorial Zone: Ndaloke, Chanchaga and Kontagora; and (ii). Procurement of One HR3 Lister Pump for Chanchaga I	100,000,000
450/013	NAMDA: (i). Sustainability of Post Rice Harvest, Processing and Marketing (ii). Agricultural Technology Generation and Transfer: Extension Services and Technical Services/Research; (iii). Production of Productive Infrastructure; (iv). Agricultural Input Distribution and Group Mobilization and; (v). Agricultural Surveys and Support Management	80,000,000
	NAMDA: A. Fadama III + AF Activities: World Bank, N264,250,000.00. State Counterpart: N50,000,000.	264,250,000
	NAMDA: B. Rehabilitation/Construction of Rural Roads Across the State World Bank: N2,000,000,000.00; State: N150,000,000; and C. Maintenance of the Constructed/Rehabilitated Roads	2,000,000,000
	NAMDA: D. Value Addition and Market Linkages, Support to Market Infrastructure, Programme Management and Coordination, Support to 16,530 Rice and Cassava Farmers. State: N87,100,00, IFAD: N450,000,000	450,000,000
	NAMDA: E. Community Value Chain Development on Rice and Sorghum, Rehabilitation of Agriculture and Ancillary Infrastructure Facilities: Irrigation Facilities, Rural Roads etc. State: N66,144,000.00 and Draw FG= N2,053,201,763	2,053,201,763
	NAMDA: F. Federal Government Supported Food Security Programme: State: N22,400,000.00, FG: N105,000,000.00	105,000,000

	NAMDA: G. Review and Publication of Agric Sector Policy; Agric Sector Strategic Plan and Development. State: N52,000,000.00, World Bank: N91,650,000	91,650,000
450/014	Fertilizer Procurement: (i). Transportation and Distribution of Fertilizers; and (ii). Payment for the Procured Fertilizers	230,000,000
450/017	Nigerian Agricultural Insurance Corporation: Payment of Premium Subsidy to NAIC for Six Years (2013 - 2018)	20,000,000
450/018	Agric Research and Consultancy: (i). 2019 Farmers Registration Activities Under GES; (ii). Establishment of Agricultural Data and Information Management System; (iii). Consultancy Services for Agricultural Programmes and Services; (iv). Quarterly Monitoring and Evaluation of Agricultural Programmes and Projects; and (v). Sustainability of Cadre Harmonise (CH) Programme	200,000,000
450/019	Crop Production Programme: (i). Green House Crop Production Development (ii). Replication of Pilot Shea butter and Oil Palm Plantations in Zones A and C in the State; (iii). Cashew, Grape and Apple Pilot Project in the State; (iv). Expansion of Shea Butter, Ginger and Oil Palm Plantation; and (v). Accelerated Agricultural Development Scheme, Sensitization and Mobilization of 1,000 Participants Across the State	70,000,000
450/020	Horticultural Crop Production: (i). Establishment of Apple Nurseries	5,000,000
450/022	Rural Farmers Empowerment: (i). Training/Support of Farmers/Youth on Agricultural Production	100,000,000
450/024	FGN Agric Intervention Fund: State Contribution to CBN Anchor Borrowers Programme	30,000,000
450/025	Rural Infrastructural Development: (i). Rehabilitation of Heavy-Duty Machineries; (ii). Development of 30M Rural Feeder Roads; (iii). Establishment of Rural Infrastructural Data Bank; and (iv). Monitoring and Record Keeping on the Activities of RAMP, CSDP, FADAMA, ATASP and VCDP	1,550,000,000
451/001	Livestock Health Care Programme: (i). Rehabilitation and Furnishing of Bida, Lemu, Kagara, Wushishi, Kuta and Kontagora Clinics; (ii). Statewide Vaccination Campaign; (iii). Equipping of Veterinary Clinics with Equipment and Consumables; (iv). Construction/ Rehabilitation of Abattoirs; and (v). Training and Re-Training on Quality Hygiene Standard	208,000,000
451/007	Poultry production: (i). Purchase of Incubator, Hatchery, Hatchery Equipment and Feed Mill Operational Materials; and (ii). Rehabilitation/Construction of Rabbitry Unit; and (iii). Installation of Solar Panel Borehole	12,000,000
451/009	Livestock Improvement and Breeding Centres: (i). Renovation and Equipping of Small and Large Ruminant Pens; (ii). Reticulation of Breeding Units for Ruminants Kidding/Lambing Bays; (iii). Empowerment of NASHGODAN Members and Establishment of Six Sheep and Goat Prototype Cluster Unit; (iv). Standardization of the Artificial Insemination Unit; (v). Independent Solar Power for Cold Room and Artificial Insemination; (vi). Provision of Borehole and Solar Power; and (vii). Construction of Perimetre Fence	32,000,000
453/001	Fish Conservation and Multiplication: (i). Production of Fingerlings and Table Size Fish; (ii). Construction/Renovation of Staff Quarter and Offices; and (iii). Installation of Solar Powered Panel	52,200,000

453/002	Fishing Inputs: (i). Purchase of Fishing Inputs; (ii). Conduct of Fish Frame and Catch Assessment Survey; and (iii). Construction of Fish Market and Residential Houses	8,800,000
Total Vote that may Benefit SHWF		8,537,101,763
Total Economic Sector Vote		55,707,561,209
Total Vote that may Benefit SHWF as a Percentage of Total Economic Sector Vote		15.32%

Source: Report of the Auditor-General on the Accounts of the Government of Niger State, 2019

For the year 2019, the total votes that may benefit SHWF is N8.537 billion out of a total vote of N55.707 billion to the economic sector. The N8.537 billion represents over 90 percent of the vote to agriculture. This is 15.32 percent of the votes of the economic sector. This is also a good vote on paper, but it fell short of the 23.46 percent recorded in the preceding year 2018.

The overall comments and issues raised by Tables 3, 4 and 5 are detailed below.

The first point to note is that virtually all the projects in 2016 were replicated in 2017, 2018 and 2019. This shows continuity of project implementation. While this is good, it may also shut out new projects and activities which may improve agriculture productivity, yield more value for money and improve gender sensitivity.

There is a challenge of conflicting figures in the budgets. For instance, while the approved estimates of 2017 states that the economic sector got an allocation of N32,701,167,332, the 2018 budget in its last year's column reports it as N47,755,509,674. The 2018 approved budget indicates that economic sector capital got N46,902,945,270 while the 2019 budget in its last year's column reported it as N58,909,918,482. The figures are miles apart and very difficult to reconcile. This accounts for our reliance on the Auditor-General's reports.

The buffer stock programme, funded over the 2016-2019 period is for food security, to stock and preserve food. Agrochemicals cypermethrin and dimethoate are insecticides. Tractor hiring and refurbishment of tractors and implements may benefit SHWF if properly implemented. But tractors are more suited to large scale commercial farms and may not be available for small holder farmers. Furthermore, low cost and gender friendly agricultural equipment like power tillers and planters did not feature in the appropriation.⁵³ Drudgery and lack of mechanisation was recognized in the Agriculture Promotion Policy as one of reasons for low productivity of women in agriculture. Gender friendly equipment could have come to the rescue.

Irrigation services are vital to farming, especially dry season farming, and rehabilitation of 17 irrigation schemes will improve farming activities. Enhancement of extension services provides the foundation for improved agriculture through dissemination of new technologies and practices and the results of research from public funded research institutions. Fadama III and the IFAD Value Chain Programme provide inputs and

⁵³ There were provisions for CP 15 Sprayer.

technical services/knowledge along the agricultural value chain of selected crops including infrastructure and market information.

Rural roads construction and rehabilitation across the state is for everyone. However, rural roads may benefit smallholder farmers in terms of evacuating their produce and making it more accessible to markets. Fertiliser procurement benefits all farmers and unless there is a specific allocation or quota to SHWF, it is a general appropriation for all farmers. Recently, the State Government is reported to have allocated 200 bags of fertiliser to SHWF in 2020 under the aegis of Women in Agriculture in all 25 LGAs.

The Rural Farmers Empowerment Scheme is targeted at small holders in the rural areas while the states' contribution to the Anchor Borrower's Programme provides opportunities for small holders including SHWF to participate in the programme as out-growers under an anchor. Funds dedicated to vaccination of sheep and goats and poultry production have the potential of benefitting SHWF.

3.4 Actual Disbursements from the Budgets and Implementation

The first point to note is that there is no reliable budget implementation report where full details of releases and execution against appropriation is detailed. This leaves us with Auditor-General's Reports on the Accounts of Niger State. Although, the study had access to the Audit Reports for the years of the study, it is only in the 2017, 2018 and 2019 audit reports that information on actual expenditure is available. This is as shown in Table 6.

Table 6: Actual Expenditure for 2017, 2018 and 2019 Financial Years

Project Title	2017	2018	2019
Buffer Stock Programme	600,000	3,000,000	1,000,000
Agrochemicals		3,000,000	1,150,000
Mechanical Land Clearing Services for hiring of Heavy-Duty Equipment for Land Clearing Services		10,000,000	137,500,000
Tractor Hiring Scheme		407,192,000	31,309,441.50
Integrated Farm Settlement Schemes	2,313,400		
Development of Irrigation Scheme			14,700,000
NAMDA: Enhancement of Extension Service Delivery	37,000	536,511,000	40,530,000
NAMDA: Fadama III + AF Activities			
NAMDA: Rehabilitation/Construction of 176KM Rural Roads Across the State: World Bank			
NAMDA: Agricultural Transformation Agenda Programme Phase I (ATASP1) with Focus on Rice, Sorghum and Irrigation Facilities.			
NAMDA: RIPMAPP Activities in Bida, Katcha and Lavun LGAs. JICA			
NAMDA: KOICA Activities in the Modern Rice Processing Complex, Bida.			
NAMDA: Value Chain Development Activities in Katcha, Bida, Wushishi and Mokwa LGAs.			

NAMDA: Value Chain Technical Support in Rice and Cassava in 5 LGAs.			
NAMDA: Employment Generation Along 3 Value Chains: Rice, Cassava and Sorghum:			
NAMDA: Food Security Programme.			
Fertilizer Procurement: Procurement: Transportation and Distribution of Fertilisers	42,102,740	584,000,236	112,850,000
Nigerian Agricultural Insurance Corporation (NAIC): Payment of Premium Subsidy to NAIC	500,000		
Agric Research and Consultancy:	1,671,000	37,552,000	6,100,800
Crop Production Programme: Establishment of Pilot Shea Butter and Oil Palm Plantation	2,975,700	64,785,350	25,323,577
Horticultural Crop Production Programme: Horticultural Crop Nurseries Development	340,000	14,506,000	
Rural Farmers Empowerment: Training and Empowerment of Rural Farmers			
FGN Agriculture Intervention Fund: State Contribution to the CBN Anchor Borrowers Programme		30,480,000	
Rural Infrastructural Development: Intervention on Rural Roads Development			
Livestock Health Care Programme	337,947,090.02	40,070,000	227,592,325
Poultry Production	6,414,340	300,000	648,000
Livestock Improvement and Breeding Centres		11,400,000	19,000,000
Fish Conservation and Multiplication		37,569,259.35	12,044,000
Fishing Inputs			1,679,000
Wuya Fish Farm Project: State Counterpart Contribution			
ECOWAS Fund Loan on Artisanal Fish Production: State Counterpart Contribution		37,000	105,000
Rural Feeder Roads			
Total Actual Expenditure	394,901,270	1,780,402,845	631,532,144
Total Vote that may benefit SHWF	6,649,000,000	11,001,739,863	8,537,101,763
% of Actual Expenditure to Total Vote that may Benefit SHWF	5.93%	16.18%	7.39%

Source: Reports of the Auditor-General on the Accounts of Niger State for the Years 2017, 2018 and 2019

Actual budget funding was 5.93 percent of the votes that may benefit SHWF in 2017, 16.18 percent in 2018 and 7.39 percent in 2019. This pattern does not show a systematic and sustainable funding mechanism for agricultural interventions in accordance with the Agriculture Promotion Policy which stipulates that the period 2018-2020 should be one of heavy funding for gender in agriculture.⁵⁴ However, it appears that the donor funded projects which recorded zero actual expenditure such as the Fadama III+AF activities referred to the state component in counterpart funds as against the disbursements under loan agreements.

The **agriculture budget has a credibility challenge** as appropriations are wide off the mark of actual expenditure. The budget is not a guide to actual expenditure. Even though

⁵⁴ See page 55 of the APP.

the government acknowledges agriculture as a priority, it fails to provide adequate funding to achieve proposed agricultural goals and objectives. It needs to be pointed out that beyond the agriculture vote, the entire state budget has a credibility challenge.⁵⁵

Employment generation along three value chains in rice, cassava and sorghum is a product of the Value Chain Development Project of the State Ministry of Agriculture which has three components of achievements. This is detailed in Box 1.

Box 1: Key Achievements of the Value Chain Development Project

Component I
<ul style="list-style-type: none"> • A block of Market Stalls constructed in Bida • A block of Market Stores Constructed in Bida • One Rice Processing Centre Constructed • 1 Briquetting machine installed, and 32 farmers were trained on its use • 2 Solar Dryers installed at Doko Yegborolo and Kontagora Processing Centres • Training of 994 Farmers on Agricultural Market Information System (AMIS)
Component II
<ul style="list-style-type: none"> • Wet Season Input Support to Farmers on Matching Grant • Training of 994 Farmers on Agricultural Market Information System (AMIS) • 75 SWD, 25 weather info boards provided at clusters & 20 Rain Gauges provided • Planting of 6,000 trees at Land Development Sites and Market Infrastructures. • Pre-season Training for 581 Rice and Cassava Farmers on Good Agronomic Practices
Component III
<ul style="list-style-type: none"> • Monitoring visit to Implementation Site • Photo mission was carried out with a team from Rome, for visual documentation of VCDP achievements in the State. • TV Programme for Airing of VCDP Achievements and Documentaries. • Scoping Mission of Impact Assessment • 2 phone-in radio programmes held on the health, hygiene and safety standards.

Source: Website of the NSMARD⁵⁶

Currently, the IFAD Value Chain Development Programme (VCDP-AF) is assisting SHWF involved in rice and cassava production through the value chain. IFAD provides the farm inputs such as seeds/cuttings, fertiliser, herbicides, land development/preparation, farm implements through a 50-50 matching grant. Farmers are provided with rice and cassava processing equipment and packaging materials. They are also linked with off-takers. Under the IFAD programme, 1,384 (one thousand three hundred and eighty-four) farmer

⁵⁵ In the study period, 2015-2019, the state had struggled to achieve its revenue projections with 2017 being the worst year. It projected the sum of N153,014,527,880.50 but achieved only N68,473,105,060.23 representing 44% of the revenue projection. An improvement was witnessed in 2018 where the government achieved 113% of its revenue projection. In 2018, it projected N85,427,935,629.00 and achieved N96,682,134,771 recording a surplus of N11,254,199,142.04; the internal and statutory projections recorded over 100% in performance. The other three years 2015, 2016 and 2019 fell short. While 2015 and 2016 were at 65% and 62% respectively, 2019 achieved 83% of its revenue projection.

⁵⁶ <https://nigeragric.org/value-chain-development-project-vcdp/>

organisations were assisted; each farmer organisation is expected to have between 10-25 members. For cassava value chain – production, processing/packaging and marketing, 56 women organisations are receiving assistance while for rice value chains, 161 women organisations are receiving assistance. In addition to this, some farmers' organisations that have a mix of male and female farmers have also received support. The IFAD Value Chain Development Program (VCDP) since its inception in 2014 has provided agricultural assistance to 24,275 farmers (17,402 male and 6,873 female) cultivating, processing and marketing rice and cassava. Currently women make up 29% of the number of farmers but there is a proposed plan to increase the number of women receiving assistance to 40%.

The FADAMA III – AF National Project is an initiative funded by the World Bank. It is aimed at assisting rural farmers with funds to improve their agriculture projects. The World Bank is financing this project with \$200million to reach 317,000 direct beneficiaries and 1.4 million indirect beneficiary households in six states including Niger State in the value chain of cassava, rice and sorghum. FADAMA is also providing assistance to one hundred and eight (108) women groups in the State.⁵⁷

It has been stated of Fadama III in Niger State as follows:⁵⁸

The Fadama III AF is being implemented in the 25 LGAs of the State in 158 Production Clusters for rice and sorghum value chains. The project's targeted beneficiaries are largely smallholder households' farmers that are already engaged in the production of rice and sorghum with operational holdings of 0.25-2ha, and the young farmers - the agropreneurs who are the new entrants into agricultural enterprise, on average operational holdings of 2-5ha. These small holder households are being organized into Rice Production Groups (RPGs) and Sorghum Production Group (SPGs) within a community (10 – 15 members), while 2 – 10 groups form an apex organization called Rice Production Cluster (RPC) and Sorghum Production Cluster, respectively. Each Production Group produces a Business Plan (BP) for its constituent members. The BPs provides the basis for project investment in the Production Clusters.

Any project targeting smallholder household farmers will capture a good number of SHWF. Under Fadama III, the following has been recorded as achievement:⁵⁹

“Under the FADAMA III AF, 2, 635 rice farmers with 7, 100 hectares of land have been registered, 100 business plans for 10 production clusters were reviewed out of which 49 were approved and currently being implemented. Also, 10 facilitators and 1000 rice

⁵⁷ The FADAMA Programme has been supporting farmers in the state since 1997; there have been three phases of the project (FADAMA 1, 2&3) with the on-going third phase titled FADAMA III Additional Financing 1. The FADAMA III Additional Financing 1 is aimed at increasing the income of users of rural lands and water resources currently there are 108 women cooperatives from all the local government areas on the list of beneficiaries for this phase.

⁵⁸ <https://nigeragric.org/fadama-iii-additional-financing-project/>

⁵⁹ See <https://nifst.org/fadama-iii-af-assits-niger-farmers/>; the statement is from the Niger State Coordinator for FADAMA III AF, Engineer Aliyu Usman Kutugi.

farmers have been trained, while awareness has been created for agro dealers, cultivation of 120 nursery beds by five production clusters.”

Furthermore, it has been stated of Fadama 111 that:⁶⁰

“75% of beneficiaries, who benefit directly from project supported activities, have increased their average real incomes by at least 40% by 2017. 40% increase in yield of cassava, rice, sorghum and horticulture of participating households, 10% of replacement value of the common assets used by the beneficiaries for income generating activities is saved annually (with effect from year 2)”

It is acknowledged that NAMDA has female extension worker that reach out to women in their various localities. However, the number of extension workers is not adequate and needs at a minimum, to be quadrupled for effective service delivery.

Furthermore, there are farm equipment located in various local government areas that have been abandoned. Findings show that farmers within the areas these equipment are installed do not produce the crops that require those machines for processing. Therefore, it is important for government to conduct needs assessment before making the decision on the kind of support to provide and the location of the farmers that need the support.

The **policy basis of the budgets** presents a mixed grill. There is evidence that some issues contained in the Agriculture Promotion Policy and the Gender Policy in Agriculture have been captured in the budgets while some have been left out. In these votes, with the exception of Fadama III and the IFAD Value Chain Programme, there was hardly a translation of the Agriculture Promotion Policy and Gender Policy in Agriculture’s provisions of specifically targeting women farmers and making special funding provisions for their participation in agriculture. They were general provisions which may or may not benefit SHWF. Rural Farmers training and empowerment did not receive a disbursement between 2017 to 2019. Objective 4 of the Gender Policy in Agriculture seeks to institutionalise gender responsive programming (planning and budgeting), implementation, monitoring and reporting systems in the agriculture sector. Furthermore, provisions for research in the budgets which were for quarterly monitoring and evaluation of agricultural projects, impact assessment, etc. did not mainstream gender as one of the indicators to collect information and statistics on.

In terms of **participation in budgeting and agriculture policy making**, there is an Agriculture Coordination Platform in the State that has key players in the agriculture sector. The Platform can be an avenue for government policy makers to consult and provide opportunities for participation for SHWF during budget preparation, implementation and policy reviews. It could also serve as a platform for experience sharing, monitoring and evaluation of government programs in the sector. But available evidence did not indicate a coordinated and effective use of the Platform.

⁶⁰ <https://nigeragric.org/fadama-iii-additional-financing-project/>

Chapter Four

OTHER FUNDING SUPPORT, RESEARCH AND COSTING THE CHARTER OF DEMANDS

4.1 Resources from Loans and Grants to Agriculture

The study shows that in the period under review, Niger State Government received a number of loans and in-kind support which could be of benefit to SHWF and they were incorporated in the budget and have been detailed in Tables 3 to 5. These agencies include the World Bank, JICA, KOICA. Table 7 below shows agencies, intervention areas and funding/in-kind support.

Table 7: Resources from Loans and Grants

Source	Project Title	Expected Draw Down (Naira)	Government Contribution (Naira)	Purpose
2015				
World Bank	FADAMA III	600,000,000.00	50,000,000.00	Agricultural inputs (seeds, fertiliser and chemical); Irrigation infrastructure; Productive assets; Capacity building and advisory services
World Bank Project II (RAMP II)	Rural Access and Mobility	700,000,000.00	250,803,815.00	Rehabilitation /construction of rural roads
Japanese International Cooperation agency (JICA)	Rice Post Harvest Processing and Marketing Pilot Project (RIPMAPP)	35,000,000.00	44,000,000.00	Procurement of equipment; Construction of incubator plant; Training for rice farmers, parboilers, millers and traders
Korean International Cooperation Agency KOICA	Modern Rice Processing Complex	100,000,000.00	8,000,000.00	Construction of rural road; Agricultural inputs (fertiliser, seeds and chemical); Irrigation infrastructure; and Establishment of rice processing complex
IFAD	Value Chain Development Program	450,000,000.00	59,399,999.00	Procurement of equipment; Construction of incubation plant and Training

UNICEF	Women and Children Education	100,000,000.00	100,000,000.00	Value chain development in 3 LGAs; Agricultural Market Support to market infrastructure; Smallholder productivity enhancement support to farmers organization and support to small holder production
Niger State Agriculture and Mechanization Development Authority (NAMDA) /International Institute for Tropical Agriculture (IITA)	Women in Agriculture			Demonstration on the use of improved cowpea storage bag with 1 (one) free bag to each participant.
FMARD & FAO				Cassava Processing Centre at Wawa Borgu and Mokwa LGAs
FMARD & FAO				Rice Processing Centre at Doko town with rice mills and destoners
FMARD				Rice Processing Centre at Kwakuti without facilities
2016				
NAMDA/FAD AMA III+AF	Women in Agriculture			Women trained on income generating programmes with starter pack of ₦20,000 each.
2017				
IFAD				Seedling, fertilizer; Equipment such as destoner, weighing scale; Training on rice parboiling technology
NAMDA AND CARI (Competitive African Rice Initiative)	Women in Agriculture			Family nutrition and rice parboiling training for processors

FMARD				Apiary centers at Borgu LGA; Fish processing centers at Bida LGA
2018				
	AIDS and grants	127,653,146.70		
FMARD				Shea butter processing factory at Bosso LGA; Groundnut oil processing center at Tafa; Sugar cane processing equipment at Bagh; Establishment of fish farm cluster (60unit) at Borgu; Establishment of fish farm cluster (60unit) at Borgu LGA
2019				
	SDGs	100,182,151.16		
FMARD				Elevated goat house for women cooperative groups
World Bank	FADAMA III	146,825,011.00	20,000,000.00	Implementation of FADAMA III additional financing intervention programme
World Bank	RAMP II	1,372,760,150.40		Construction/Rehabilitation of 403Km rural roads, Maintenance of 206km rural roads.
IFAD/FGN/N GSG	Value Chain Development Programme (VCDP)			Implementation of value chain development programme activities
IFAD/FGN/N GSG	Agricultural Transformation Agenda Support Programme Phase 1 (ATASP1)	15,800,000.00		Commodity value chain development with focus on Rice and Sorghum. ii. Rehabilitation of agricultural and ancillary social infrastructure facilities (irrigation facilities, rural roads, demonstration and technology centres, community produce markets.

IDA	Rural Access and Mobility Project	2,445,816,915		
IDA	Rural Access and Mobility Project	3,506,925,350.22		
VSO				Conducted training for 300 farmers (registered in 16 cooperatives) on agri-business across the state. This is under the auspices of All Farmers Association of Nigeria (AFAN). Milling and threshing machines were provided to farmers as grant. Trained women farmers in agricultural practices, value chain strengthening, policy an advocacy. A total of 5,200 farmers were trained in duration of the project (2014-2019)
Total		9,700,962,724.48	532,203,814.00	

Source: Niger State Approved Budgets 2015-2019

The expected drawdown from these interventions is a total sum of N9.7 billion and the State Government was scheduled to contribute N523.2 million. The interventions which have mainstreamed gender considerations include the World Bank Fadama, IFAD Value Chain, NAMDA, CARI, FMARD⁶¹ and some State Government programmes, etc. It is a good practice that virtually all the loans are recorded as financing items in the state budget. The World Bank/IDA leads the pack with N8.772 billion followed by IFAD - N465.8 million, FMARD - N227.8 million, KOICA - N100 million and JICA - N35 million.

4.2 Central Bank of Nigeria's Development Banking Intervention

The Central Bank of Nigeria (CBN) under its development banking initiative has set up some funds for the improvement of agriculture. They are reviewed below.

A. Commercial Agriculture Credit Scheme: This is an initiative of the CBN in collaboration with the Federal Government represented by the FMARD. The Scheme is financed from a N200 billion three-year bond raised by the Debt Management Office and complements other special funds of the CBN in providing concessionary funding for agriculture, such as the Agriculture Credit Guarantee Scheme which targets small scale

⁶¹ Women in agriculture funding and targeting of small holder farmers.

farmers, Interest Draw Back Scheme, Agricultural Credit Support Scheme, etc. The objectives of the Scheme are:⁶²

*“To fast track development of the agriculture sector of the Nigerian economy by providing credit facilities to commercial agriculture enterprises at a single digit interest rate: Enhance national food security by increasing food supply and effecting lower agriculture produce and product prices, thereby promoting low food inflation: Reduce the cost of agriculture production to enable farmers exploit the potentials of the sector: Increase output, generate employment, diversify the revenue base, increase foreign exchange earnings and provide input for the industrial sector on a sustainable basis”.*⁶³

The Scheme covers production of crops, animals and fish.⁶⁴ It also covers processing,⁶⁵ storage⁶⁶, farm input supplies⁶⁷ and marketing.⁶⁸ The Scheme is targeting commercial enterprises which it defined as:

“For the purpose of the Scheme, a commercial enterprise is any farm or agro-based enterprise with agricultural asset (excluding land) of not less than N100million for an integrated farm with prospects of growing the assets to N250 million within the next three years and N50 million for non-integrated farms/agro-enterprise with prospects of growing the assets to N150 million, except in the case of on-lending to farmers’ cooperative societies”.

The Scheme can only benefit smallholder farmers through cooperative societies considering that they are outside the purview of definition of commercial agricultural enterprises. The latest evaluation report in 2018 gave the following information:⁶⁹

“The evaluation report is based on information retrieved from 191 benefiting businesses comprised of; cooperative groups, partnerships, private and public limited liability companies and sole proprietorships. A total of N147.87 billion was disbursed to the 191 businesses between 2009 and 2016. State governments also served as channels to certain groups of beneficiaries. Over the years, 2011 and 2015 recorded highest uptakes of CACS loans. Most (79.1%), of the 191 businesses are private liability companies, 7.3% were government owned, 6.8% sole proprietorships and 4.2% public liability companies. In terms of number of benefiting firms, Oyo, Kano, Kaduna, Lagos, Edo and Kwara states lead, while seven (7) of the 36 states each received above 5% of the total funds disbursed.

⁶² <https://www.cbn.gov.ng/Out/2014/DFD/CACS%20GUIDELINES%20NEW-4th%20May%202014.pdf>

⁶³ <https://www.cbn.gov.ng/Out/2014/DFD/CACS%20GUIDELINES%20NEW-4th%20May%202014.pdf>

⁶⁴ Cash Crops: Cotton, Oil Palm, Fruit Trees. Rubber, Sugar Cane, Jatropha Carcus and Cocoa. Food Crops: Rice, Wheat, Cassava, Maize/Soya, Beans/Millet, Tomatoes and Vegetables. Poultry: Broilers and Eggs Production. Livestock: Meat, Dairy and Piggery. Aquaculture: Fingerlings and Catfish.

⁶⁵ Feed mills development, threshing, pulverisation and Other forms of transmutation for value addition

⁶⁶ Commodities, Agro-Chemicals and Warehousing

⁶⁷ Fertilizers, Seeds/Seedlings, Breeder Stock, Feeds, Farm Equipment and Machineries.

⁶⁸ Agricultural commodities under the focal investment areas

⁶⁹ https://www.cbn.gov.ng/Out/2018/STD/CACS%20Evaluation%20and%20Impact%20Assessment%20Report_compressed.pdf

Majority (44.5%), of the 191 beneficiaries are engaged in crop production, this is followed by livestock production (23.0%) and agriculture produce processing (14.7%). Most (80.2%) of the disbursed funds were channeled to these activity areas and applied to agriculture and agriculture related activities, while 19.8% (N29.2 billion) of the funds may have been applied in the areas not intended under the Scheme by 33 or 17.3% of the beneficiaries”.

The gender disaggregation of beneficiaries is not available. Even the fact that most of loan was accessed by limited liability companies makes gender disaggregation difficult except we are to use the beneficial ownership principle – the gender of the real owners of the companies. It is only in the 6.6 percent accessed by sole proprietorships and 0.1 percent given to cooperatives that gender disaggregation is possible.⁷⁰ Niger State is not listed as one of the participating states in the above Evaluation Report.

B. Agricultural Credit Guarantee Scheme Fund (ACGSF): This is one of the oldest initiatives of the CBN in collaboration with the Federal Government represented by the FMARD. The Fund, which is managed by the CBN guarantees up to 75% of every credit extended to farmers under the Scheme in case of any eventuality that may lead to loan repayment default. Annually, farmers are expected to enroll into the Scheme by applying that their agricultural credit facilities be guaranteed under the Scheme. Successful applicants will therefore have their credit facilities guaranteed. Once guaranteed, farmers’ losses (due mainly to natural disasters) will no longer lead to total indebtedness to commercial banks that facilitated the loans. Table 8 shows the details of Niger State beneficiaries.

Table 8: Niger State Beneficiaries of CBN Agricultural Credit Guarantee Scheme Fund (ACGSF) Disaggregated by Gender

Year	Male		Female		Total	
	Nb Beneficiaries	Amount (₦)	Nb of Beneficiaries	Amount	Nb of Beneficiaries	Amount
2020 (Jan – Oct)	1,588	136,221,000	45	7,430,000	1,633	143,651,000
2019	--	--	--	--	1,560	105,496,000
2018	1,933	157,440,000	324	12,095,000	2,257	169,535,000
2017	1,845	153,747,000	732	56,855,000	2,577	210,602,000
2016	2,244	162,796,000	330	14,863,000	2,574	177,659,000
2015	--	--	--	--	1,586	100,698,000
Total	7,610	610,204,000	1,431	91,243,000	12,187	907,641,000

Source: CBN Website on Agriculture Credit Guarantee Scheme⁷¹ and CBN Yearly Statistical Bulletin 2015-2019⁷²

⁷⁰ See page 14 of the Evaluation Report on the nature of ownership of the benefitting businesses.

⁷¹ <https://www.cbn.gov.ng/Documents/acgsf.asp>

⁷² <https://www.cbn.gov.ng/documents/Statbulletin.asp>

Information on the number of loans as well as the value of guaranteed loans are usually published in the Annual Statistical Bulletin of the Central Bank of Nigeria. It is important to note that the disaggregation is not available on the CBN Statistical Bulletins which gives the aggregate numbers. However, the disaggregation is available on the yearly reports of the Agricultural Credit Guarantee Scheme Fund. It should be noted that there were beneficiaries who were neither male or female. They accessed the neither male nor female balance of the funds. it is not clear who these beneficiaries are. They could be artificial persons or they did not disclose their gender. In overall numbers, the female beneficiaries were 18.8 percent of the male beneficiaries. In terms of value, the resources accessed by female beneficiaries was 14.95 percent of the sum accessed by male beneficiaries. The foregoing indicates the need for special measures to target women in activities promoting access to the Scheme. It is not sustainable for a group that is stated to be responsible for 80 percent of agriculture production and 60 percent of processing to access this meagre portion of the Scheme. There is a coincidence that the two years (2015 and 2019) without the number of beneficiaries or their disaggregation into male and female are election years.

C. Anchor Borrowers Programme: The objectives of the ABP are stated as follows:⁷³

“The broad objective of the ABP is to create economic linkage between smallholder farmers and reputable large-scale processors with a view to increasing agricultural output and significantly improving capacity utilization of processors. Other objectives include: Increase banks’ financing to the agricultural sector: Reduce agricultural commodity importation and conserve external reserves: Increase capacity utilization of agricultural firms: Create new generation of farmers/entrepreneurs and employment: Deepen the cashless policy and financial inclusion: Reduce the level of poverty among smallholder farmers: Assist rural smallholder farmers to grow from subsistence to commercial production levels”.

The funding for ABP comes from the N220 billion Micro, Small and Medium Enterprises Fund and what is to be disbursed to each farmer will be based on the “economics of production agreed with stakeholders”.⁷⁴ Participating financial institutions are to access the loan at 2 percent from the CBN and lend at a maximum of 9 percent.⁷⁵ The CBN absorbs 50 percent of any amount of loan in default after satisfactory evidence that every means of loan recovery has been exhausted by the financial institutions while the financial institution bears the credit risk of the balance.⁷⁶ The loans are targeted at smallholder

⁷³<https://www.cbn.gov.ng/out/2017/dfd/anchor%20borrowers%20programme%20guidelines%20-dec%20%202016.pdf>

⁷⁴ <https://www.cbn.gov.ng/out/2017/dfd/anchor%20borrowers%20programme%20guidelines%20-dec%20%202016.pdf>

⁷⁵ Paragraph 1.9 of the Chapter 1 of the Anchor Borrower’s Programme Guidelines (Development Finance Department of CBN).

⁷⁶ Paragraph 2.9 of Chapter 2 of the Anchor Borrower’s Programme Guidelines.

farmers engaged in the production of identified commodities across the country.⁷⁷ The farmers should be in groups/cooperative(s) of between 5 and 20 for ease of administration. The tenor of the loan is the gestation period of the agriculture commodities for which the loan was issued while repayment is to be done by delivering the harvested produce to the anchor at the designated collection centre in line with the provisions of the agreement signed.⁷⁸

The major challenge with this programme is that it is designed to benefit banks and financial institutions more than farmers. Getting public funds at 2 percent and lending at 9 percent is an unacceptable profit margin. The is margin is made more unconscionable when the CBN (government) bears 50 percent of loan default risk.

Table 9 tells the story of the disbursements so far.

Table 9: Funds Disbursement under the ABP by Anchors (2015 – 2018)

Anchors	No of Anchors	No. of Farmers	No. of Hectares	Total Disbursements (N Billions)
State govts	14	184,354	197,817	39.77
Private	177	239,299	310,117	56.97
Commodity Associations	3	478,865	427,991	77.74
Total	194	902,518	935,925	174.48

Source: CBN Annual Report 2018

Although the form to be completed by farmers participating in the programme has a provision for indication of the sex of the applicants, available CBN data does not provide gender disaggregation of participants either in terms of numbers of beneficiaries or the money value of their benefit. A total disbursement of N174.48billion has been made between 2015 and 2018 with a paltry repayment of N21.41billion. This is a repayment rate of 12.27 percent. Considering that the tenor of the facility is the gestation period of the crop or animal as farmers are to repay with their produce, it is clear repayment has fallen behind projections. With the 50 percent risk apportionment to CBN, it means the treasury will be suffering undue loss. This raises a challenge of programme sustainability.

Niger State Government as at 2017 registered 14,760 farmers in to the ABP. These farmers were engaged in rice, cotton and soya beans. As at the time of this study, data on the women groups that have received support from the ABP was not available. During the focused group discussion with members of SWOFON, some of the women acknowledged the existence of the ABP in the state and that some women have

⁷⁷ Cereals (Rice, Maize, wheat etc.); Cotton, Roots and Tubers (Cassava, Potatoes, Yam, Ginger etc.); Sugarcane, Tree crops (Oil palm, Cocoa, Rubber etc.); Legumes (Soybean, Sesame seed, Cowpea etc.); Tomato; Livestock (Fish, Poultry, Ruminants etc.). Any other commodity that will be introduced by the CBN from time to time.

⁷⁸ Paragraph 1.11 Chapter 1 of the Anchor Borrower's Programme Guidelines (Development Finance Department of CBN) *on Repayment*.

benefitted. However, they indicated that the experience with the ABP was unpleasant and of no benefit to them in the long run. According to the women that testified, the ABP provided seeds to them in September 2016 which was close to the end of the raining season but were assured by the managers that the seeds were of good quality and will produce high yields but at the time of harvest, the women farmers were barely able to make the quantity of seeds to be used to repay the loan. In some cases, they spent money from their pockets to buy seeds from the market to pay back the ABP.

D. Nigeria Incentive-Based Risk Sharing System for Agricultural Lending (NIRSAL):
NIRSAL describes itself as follows:⁷⁹

“The Nigeria Incentive-Based Risk Sharing System for Agricultural Lending (NIRSAL Plc.) is a US\$500million Non-Bank Financial Institution wholly-owned by the Central Bank of Nigeria (CBN) created to redefine, dimension, measure, re-price and share agribusiness-related credit risks in Nigeria. Established in collaboration with the Federal Ministry of Agriculture and Rural Development (FMARD) and Nigerian Bankers’ Committee in 2013, NIRSAL’s mandate is to stimulate the flow of affordable finance and investments into the agricultural sector by de-risking the agribusiness finance value chain, fixing agricultural value chains, building long-term capacity, and institutionalizing incentives for agricultural lending through its five (5) strategic pillars, namely: Risk Sharing, Insurance, Technical Assistance, Incentives and Rating”.

NIRSAL’s five pillars are in risk sharing, insurance, technical assistance, rating and incentive mechanism. The mission is to forge partnerships between agriculture and finance; maximizing the potential of agriculture for food security, job creation and economic growth and the vision is to transform the economy, delivering inclusive growth and impacting lives.⁸⁰ NIRSAL’s credit risk guarantee covers inter alia small holder farmers and cooperatives. There is no public report available on the number and disaggregation of beneficiaries of NIRSAL’s services.

4.3 National Cereals Research Institute

The National Cereals Research Institute (NCRI) is located in Badeggi, Niger State and it is one of the fifteen (15) Agricultural Research Institutes in Nigeria under the aegis of the Federal Ministry of Agriculture and Rural Development and supervised by the Agricultural Research Institute of Nigeria (ARCN).⁸¹ The Institute is charged with the research into genetic improvement and improved production system of rice, sugarcane, soya bean, acha, beniseed and castor; improved socio-economics of agricultural production; improved processing method of the mandate crops and the design and fabrication of agricultural implement and equipment. In addition, the Institute embarks on the production of breeder and foundation seeds; organise technical and vocational courses; provide

⁷⁹ <https://nirsal.com/who-we-are/#!/about>

⁸⁰ <https://nirsal.com/who-we-are/#!/about>

⁸¹ The Institute was established by the Agricultural Research Order of 1975 and financed through ARCN. See <https://www.ncribadeggi.org.ng/>.

laboratory services to farmers and agricultural extension services.⁸² In focus group discussion, SWOFON members indicated that the impact of the NCRI was hardly felt among SHWF.

4.4 Costing the Charter of Demands

SHWF undertake agricultural activities that are tedious and hectic with crude farm implements like the hoe and cutlas. This has led to low productivity, health challenges and limited income for SHWF. The available farm equipment is not gender friendly and the alternatives that governments refer to in their speeches are heavy duty and expensive tractors and similar equipment. As a result, SWOFON in its Charter of Demands identified women friendly farm equipment that can reduce drudgery and increase productivity.

Below is the list of low-cost farm equipment, fertiliser and their costing.

Table 10: Costing of Niger State SWOFON Charter of Demands

S/N	Item	Unit Rate (N)	Quantity	Amount (N)
1.	Power Tillers	450,000	1480	666,000,000
2.	Hand Sprinklers	15,000	2960	44,400,000
3.	Planters	100,000	1480	148,000,000
4.	Ploughs	1,200,000	250	300,000,000
5.	Harvesters	100,000	1480	148,000,000
6.	Hand Powered Tractors	2,000,000	250	500,000,000
7.	Fertiliser	5,500	102,661	564,635,500
Total				2,371,035,500

The first point to note is that these equipment are not the big and heavy-duty type. The request is for small, locally fabricated equipment that can also be maintained by local technicians at the grassroots thereby creating a concentric value chain and local economy around their production and use. The equipment need not be owned individually by the SHWF but are to be owned and managed by their cooperative clusters. The second point is that the provision of budgetary funding for the equipment need not be done in one year but can be done progressively over a period of time. But this can be done in one year if the state considers it a priority. It need not involve only the state government but the federal government and local governments can be involved to ensure that the equipment are provided. The third point is that this costing, with the exception of fertilizer, is not an expenditure reoccurring every year. It is an investment that will be used for several years before replacement and it will facilitate new capacity in the SHWF for improvements in productivity and sustainability. As such, the replacements may not require public resources but with private funds generated from the increased capacity of SHWF.

⁸² <https://www.ncribadeggi.org.ng>, supra.

The fourth point is that the costing and political commitment to provide the equipment can be used to activate the dormant capacity of research institutes such as the NCRI whose mandate includes the fabrication of agricultural implements and equipment.

Issues in the Charter of Demands such as good road network, capacity building and extension services and access to soft loans were not costed because they are already ongoing government programmes. They simply need to be streamlined and made more gender sensitive with possible quotas for access to soft loans and proper targeting of extension services. Timely release of state budgets has no financial cost. It is just a reform measure to get key public officials to do their work on a timely and more responsive basis. Participation of SWOFON members in policy and budget engagement is a process issue which is not a major cost implication for government. Insecurity challenges need a reorganisation of the Nigerian security architecture which goes beyond protecting farmers but has nationwide and stakeholder wide implications and beneficiaries.

Chapter Five

CONCLUSIONS AND RECOMMENDATIONS

5.1 Summary of Findings and Conclusion

Niger State has great agricultural potentials which have not been harnessed. Only 30 percent of the arable land is under cultivation and not up to 1 percent of its irrigable land is under irrigation. It is the largest state in Nigeria in terms of land size and with its abundant water resources, it can support two-season farming in the wet and dry seasons every year. SHWF in Niger State contribute significantly to agricultural productivity across the value chains in the State.

As a part of the Nigerian Federation, Niger State is bound by national and international standards on agriculture binding on Nigeria. The State has an Agriculture policy. Some of the international standards include the ICESCR, CEDAW, SDGs, CAADP Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa, Beijing Declaration and Platform for Action and the Maputo and Malabo Declarations. The national standards include the Constitution, Agriculture Promotion Policy, Gender Policy in Agriculture, National Gender Policy and the Economic Sustainability Plan.

Niger State has two key ministries dealing with agriculture and they are the Ministry of Agriculture and Rural Development and the Ministry of Livestock and Fisheries Development. The average allocation to agriculture for the period of study was 6.1 percent. Unlike the practice at the federal level and in most states, Niger State capital projects are not listed according to MDAs. They are rather grouped according to budget sectors specifically (1) administrative sector; (2) economic sector; (3) law and justice sector; and (4) the social sector. Agriculture falls under the economic sector. About 70 percent of the economic sector projects that may belong either to the Ministry of Agriculture and Rural Development or the Ministry of Livestock and Fisheries Development can benefit SHWF.

Out of a vote of N32.701 billion for the economic sector in 2016, votes that may benefit SHWF in the agriculture sector amounts to N2.040 billion which is 6.24 percent of the votes for the sector. In 2017, out of a vote of N47.755 billion for the economic sector, votes that may benefit SHWF in the agriculture sector got N6.664 billion which is 13.95 percent of the votes for the sector. In 2018, the economic sector got a vote of N46.902 billion, votes that may benefit SHWF in the agriculture sector got N11.001 billion which is 23.46 percent of the votes for the sector. In 2019, the total votes that may benefit SHWF is N8.537 billion out of a total vote of N55.707 billion to the economic sector. This is 15.32 percent of the sector's vote.

Actual budget disbursements are only available from the reports of the State Auditor-General on the Accounts of the State for the years 2017, 2018 and 2019. Actual budget funding was 5.93 percent of the votes that may benefit SHWF in 2017, 16.18 percent in

2018 and 7.39 percent in 2019. This pattern does not show a systematic and sustainable funding mechanism for agricultural interventions in accordance with the Agriculture Promotion Policy which stipulates that the period 2018-2020 should be one of heavy funding for gender in agriculture. It could be stated that Niger State, during the study period, did not dedicate the maximum of available resources for the progressive improvement of agriculture. However, the recorded zero actual expenditure in donor funded projects such as the Fadama III+AF is about the state component in counterpart funds as against the disbursements under loan agreements. However, there were achievements that benefitted SHWF within the study period especially for donor funded projects.

The agriculture budget has a credibility challenge as appropriations were wide off the mark of actual expenditure. The budget is not a guide to actual expenditure. The policy basis of the budgets presents a mixed grill. There is evidence that some issues contained in the Agriculture Promotion Policy and the Gender Policy in Agriculture have been captured in the budgets while some have been left out. In terms of participation in budgeting and agriculture policy making, there is an Agriculture Coordination Platform in the State that has key players in the agriculture sector. But available evidence did not indicate a coordinated and effective use of the Platform.

Beyond budget funding and donor support, there was also support from CBN's interventions in the Agricultural Credit Guarantee Scheme Fund and the Anchor Borrower's Programme. The materials and equipment in the Niger State SWOFON Charter of Demands were costed and the required resources came up to N2.371 billion. The materials and equipment include power tillers, hand sprinklers, planters, ploughs, harvesters, hand powered tractors and fertilizer. Some other demands like good rural road networks and security are being funded under other government programmes. They are not specific and or required in the agriculture sector alone.

5.2 Recommendations

A. To the Executive

(i). Considering that the State has a policy on agriculture, the policy should be costed in an implementation plan to guide budgeting and the realisation of policy objectives.

(ii). To improve policy coherence, develop a gender responsive budget toolkit or guideline for mainstreaming gender into agriculture sector budgets. This should be followed by capacity building of public officials in relevant Ministries, Departments and Agencies of Government (MDAs) on national and international standards governing agriculture.

(iii). Contribute to the credibility of the budgeting process through inter alia revenue forecasts that are based on empirical evidence and realistic budgets that are based on attainable revenue.

(iv). Further to the above, the State should consider ring-fencing agriculture capital funds to ensure their disbursement and use for the purpose for which they were appropriated.

(v). Activate the Agriculture Coordination Platform to open up all stages of the budgeting process to popular inputs and involve SHWF in planning and implementation of agricultural policies and programmes in the State. This should include budget preparation, monitoring and evaluation, reporting, etc.

(vi). Conduct needs assessment of the respective agriculture stakeholders before arriving at decisions on the kind of support to provide and the location of the farmers that need the support.

(vii). Provide affirmative action quotas in state funded agriculture credits and loans and ensure that such quotas are built into donor funded projects and agricultural loans.

(viii). Reduce and review the lengthy, tedious and cumbersome process of acquiring loan or credit to suit the needs of SHWF and rural women farmers.

(ix). The State Government should fulfill its obligations towards counterpart funding by appropriating and releasing funds in a timely manner.

(x). Improve monitoring and evaluation and develop gender indicators. Collect, collate and analyse gender disaggregated data on agricultural finance and productivity and across the value chains and use the results for policy and implementation.

(xi). To improve transparency and accountability, publish and disseminate quarterly budget implementation reports on agriculture, mid-year reports and full year reports within two months after the end of the reporting period.

(xii). Increase agriculture funding to not less than 10 percent of the budget in accordance with the Maputo and Malabo Declarations and especially bring a strong focus on:

- ❖ Targeted extension services which links SHWF with innovations, research findings, education on new farming techniques, etc. This involves strong collaboration with local governments. Increasing the number of state and local government level female extension workers is imperative;
- ❖ Capacity building on climate change resilience, adaptation and mitigation strategies as well as organic farming;
- ❖ Capacity building on management of agriculture cooperatives, financial literacy and group dynamics in its link to modern agriculture practices;
- ❖ Removing drudgery from agriculture through gender friendly mechanization; low-cost equipment and machinery such as hand-held power tillers, ploughs, planters, harvesters, etc., especially locally produced and fabricated equipment which is serviced by local technicians and artisans;
- ❖ Transparent and well managed state level programme of revolving micro-credit facilities to increase the productive capacities of women;

- ❖ Improved seeds/seedlings, stems, fertilisers, pesticides, feeds, animal stock storage facilities, irrigation facilities;
- ❖ The reactivation of the sixteen Irrigation Schemes in the State.
- ❖ Investments across the value chains including processing equipment for product's preservation and value addition as well as capacity building to minimise post-harvest losses.
- ❖ Information Communications Technology/Knowledge Management (ICT/KM) Framework through using new devices to enhance ICT/KM capacity in the sector as well as reviving radio farm broadcasts designed to provide information to farming communities. On extension service, ICT has opened a new vista that can transform how extension services are rendered. This is about building an Agriculture Information Management Platform where all sources of information could converge as a one stop platform that facilitates farming.

(xiii). Tackle insecurity as a cross-cutting issue which negatively affects all sectors of the economy but disproportionately disrupts women's participation in agriculture.

B. To the Legislature

(i). Enact a Framework Law for gender responsive budgeting with special provisions on gender mainstreaming in agriculture.

(ii). Training of members of the Niger State House of Assembly, especially the Committees on Appropriation, Finance, Agriculture, Women Affairs on gender responsive budgeting.

(iii). Improve oversight over the expenditure of appropriated funds on the study theme.

C. To Civil Society Including SWOFON

(i). Collaborate with the executive in the development of a gender-responsive budget toolkit or guidelines on mainstreaming gender into agricultural sector budgets. Indeed, the first draft can be prepared by SWOFON and other civil society groups.

(ii). Engage the executive and legislature for the implementation of the above recommendations through advocacy visits, monitoring and reporting, action research, etc. on issues related to the study theme.

(iii). Organise sensitisation and capacity building programmes for grassroots women farmers to improve knowledge and skills on the subject matter.