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**Women's Empowerment in Agrifood Governance (WEAGov)
Assessment Framework**

A Pilot Study in Nigeria

Catherine Ragasa

Jordan Kyle

Anthony Ojonimi Onoja

Anthonia I. Achike

Stella O. Adejoh

Chinasa S. Onyenekwe

Gbenga F. Koledoye

Gloria C. Ujor

Perpetual Nkechi Nwali

Innovation Policy and Scaling Unit
Poverty, Gender, and Inclusion Unit

INTERNATIONAL FOOD POLICY RESEARCH INSTITUTE

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AUTHORS

Catherine Ragasa (c.ragasa@cgiar.org) is a senior research fellow of the Innovation Policy and Scaling Unit of the International Food Policy Research Institute, Washington, DC.

Jordan Kyle (j.kyle@cgiar.org) is a research fellow of the Poverty, Gender, and Inclusion Unit of the International Food Policy Research Institute, Washington, DC.

Anthony Ojonimi Onoja (anthony.onoja@uniport.edu.ng) is a full professor in the Department of Agricultural Economics and Agribusiness Management, University of Port Harcourt, Port Harcourt, Nigeria; professor Extraordinarius in the College of Agriculture and Environmental Sciences, University of South Africa, Johannesburg Campus; and president of the Agricultural Policy Research Network (APRNet), Abuja, Nigeria.

Anthonia I. Achike (anthonia.achike@unn.edu.ng) is a professor of Agricultural Economics and Agribusiness at the University of Nigeria Nsukka; Director of the Gender and Development Policy Centre; and a Senior Research Fellow of the Environment for Development (EfD), Nigeria network.

Stella O. Adejoh (stelloken@yahoo.com) is senior lecturer, Department of Agricultural Economics and Extension, Federal University, Lafia, Nasarawa State, Nigeria.

Chinasa S. Onyenekwe (chinasa.onyenekwe@unn.edu.ng) is senior lecturer, Department of Agricultural Economics, University of Nigeria, Nsukka, Nigeria.

Gbenga F. Koledoye (gbengakoledoye@gmail.com) is a lecturer in the Department of Agricultural Extension and Rural Development, Adekunle Ajasin University, Akungba-Akoko, Ondo State, Nigeria; and an adjunct lecturer in the Department of Agricultural Economics and Extension Services, University of Benin, Benin City, Nigeria.

Gloria C. Ujor (gloriacujor@gmail.com) is the executive director of the Nigerian Environmental Study Action Team; and the IUCN (International Union for the Conservation of Nature and Natural resources) Regional Councilor for West and Central Africa.

Perpetual Nkechi Nwali (pnkechi94@gmail.com) is a PhD student, Agricultural Extension and Rural Sociology, Faculty of Agriculture, University of Abuja, Nigeria; chairperson of All Farmers Association of Nigeria (AFAN), Federal Capital Territory Chapter; founder and CEO of Visionary Women in Agriculture Development in Africa (VIWADA); and a member of the National Gender Steering Committee for the Implementation of the National Gender Policy in Agriculture

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ABSTRACT

Women’s equal participation and leadership in political and public life can boost a country’s long-run economic growth, foster social inclusion, and help countries reach the 2030 Sustainable Development Goals (SDGs). Beyond these important outcomes, women’s inclusion in public life is a basic human right: women deserve a role in making decisions, controlling resources, and shaping policies. Despite the importance of women’s voices and their empowerment in policy and decision-making processes, it is far easier to lament their absence than to define and measure them. We know that political empowerment, measured in terms of the share of women in government ministries and parliament, is low and is the weakest dimension in the Global Gender Gap. Yet such national statistics, while important and informative, risk mismeasuring women’s participation and influence in public life and do not give policymakers and advocacy organizations traction on specific gaps and opportunities for increasing women’s voice in policymaking. With this situation in mind and focusing on agrifood systems, which are crucial for delivering the SDGs, we developed an assessment framework—Women’s Empowerment in Agrifood Governance (WEAGov)—to assess women’s voice and empowerment in national policy processes in agrifood systems. This paper presents the first pilot-testing of WEAGov in Nigeria. In this paper, we present how the WEAGov tool works in the Nigerian context, analyze the data, and provide diagnostic on the status of women’s voice and empowerment in the agrifood policy process. As discussed in this paper, the pilot-testing in Nigeria provides useful lessons toward improving the measurement for future use and provides valuable policy insights on critical entry points for increasing women’s voice and empowerment in the national agrifood policy process.

Keywords: women’s empowerment, women’s voice and agency, policy process, agrifood system, governance, gender, measurement tools

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This paper benefitted enormously from the feedback that we received on developing the WEAGov conceptual framework and methodology from more than 50 other index developers, policy partners, researchers, donors, and practitioners worldwide (detailed in Ragasa et al. 2022). Special thanks go to our coauthors on a previous paper outlining the conceptual framework for this project, Sarah Eissler and Patricia Kristjanson. We are also grateful to colleagues who provided valuable comments on this project, including Elizabeth Bryan, Marlene Elias, Jessica Heckert, Sheryl Hendriks, Katrina Kosec, Danielle Resnick, and Greg Seymour. We also received helpful feedback during presentations at the Global Alliance for Improving Nutrition and the CGIAR Gender Platform Conference. Jamed Falik and Jason Chow developed the infographic for WEAGov; we are so grateful for their work on this, which really contributes to the communication of the tool.

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EXECUTIVE SUMMARY

Women’s equal participation and leadership in political and public life can boost a country’s long-run economic growth, foster social inclusion, and help countries reach the 2030 Sustainable Development Goals. Beyond these important outcomes, women’s inclusion in public life is a basic human right: women deserve a role in making decisions, controlling resources, and shaping policies. Yet, globally, only 22 percent of members of parliament and 16 percent of cabinet secretaries are women. Women’s inclusion within policymaking in the agrifood system is particularly important but lagging. Although disproportionately employed in the agrifood system, women lack decision-making power regarding the policies that govern it.

The Women’s Empowerment in Agrifood Governance (WEAGov) assessment framework measures the state of women’s voice and agency in national policymaking in agrifood systems (Kyle and Ragasa 2023; Ragasa et al. 2022). WEAGov is theory-based and has been developed and refined over time in consultations with more than 50 other index developers, policy partners, researchers, donors, and practitioners worldwide. In 2023, IFPRI partnered with agrifood policymaking experts in Nigeria to pilot the WEAGov assessment framework there. The purpose of this pilot study was both to learn about women’s voice and agency in agrifood policymaking in Nigeria and to further refine the tool itself. This paper presents the results of that pilot study.

Like IFPRI’s Kaleidoscope Model (Resnick et al. 2015), it adopts a policy process approach, looking at every stage of the policy cycle—from why certain issues become salient and how policy solutions to address them are designed, to the organizational strategies and budgetary outlays that shape policy implementation and how policies are assessed against their objectives. Within each of these stages, WEAGov examines whether women are being considered, whether their voices are included, and whether they are influencing actions and decisions within the agrifood system.

WEAGov adopts a wide lens to view the actors within the policy process and how women may exert influence, considering the public sector, the private sector, and civil society organizations. This wide lens enables us to gain a more complex understanding of how women may play a role in decision-making over agrifood policies, beyond national statistics like the number of women in parliament. It assesses, for example, how women may be advocating for policy solutions from within civil society organizations, how women may be leading policy implementation from within line ministries, government efforts to consult with women and women’s groups during policy development, and whether gender targets set in national policies are being funded, monitored, and tracked. In total, WEAGov encompasses 11 indicators across three stages of the policy cycle: policy design, policy implementation, and policy evaluation. Each indicator is measured using a variety of credible in-country data sources drawn from local agrifood organizations and local agrifood policy experts, for a total of 44 measurements. Each measurement is scored on a 4-part scale ranging from very weak to strong. However, we want to convey with the scoring the general principle that women’s full and equal participation in the policy process (“strong”) is not an over-achievement, rather it should be seen as reaching a target. Thus, we also use the terminology of **1=low**, **2=on the way**, **3=advancing**, **4=at goal**. These scoring scale, definitions, implications, and the scores for Nigeria are presented in Table 1.

Table 1. WEAGov scoring

Scale	Definition	Implication	Count for Nigeria (out of 44 measurements)
1	Very weak	Low	15
2	Weak	On the way	18
3	Moderate	Advancing	10
4	Strong	At goal	1

The assessment framework is methodologically pluralistic, triangulating information from multiple sources to gain a comprehensive understanding of women’s voice and agency in agrifood governance. Specifically, the WEAGov methodology consists of five steps: (1) a policy landscape analysis of the key national policies, actors, and organizations in a country’s agrifood sector; (2) a content analysis of national agrifood policies; (3) surveys of the key organizations in the agrifood sector; (4) surveys with agrifood policy experts; and (5) a technical workshop with local experts to discuss and validate results from (1)–(4). This local validation of results was key. Earlier this year, we held a validation workshop in Abuja with local agrifood policy experts, during which we reviewed and refined results from our Nigeria pilot study (Kyle, Ragasa, and Carrillo 2023).

The analyses presented in this paper are mainly based on the results of the WEAGov assessment framework process, conducted in Nigeria in 2023 (see Table 2). Overall, the WEAGov pilot study shows some consideration and inclusion of women in Nigeria’s agrifood policy process but also shows that many areas need major improvements and urgent attention. Out of 44 measurements for WEAGov, Nigeria achieved a high score (score=4) in one, the presence of the National Gender Policy in Agriculture, and a moderate score (score=3) in 10 (Table 1). Several areas of strength stand out from the results. First, women’s leadership in nongovernmental organizations involved in agrifood policymaking is relatively strong. Second, having a National Gender Policy in Agriculture is an additional source of strength for Nigeria in terms of women’s consideration in the sector. This policy sets the direction and targets in terms of greater gender equity and women’s empowerment in agriculture. The national nutrition and climate change policies also include fairly robust consideration of the potentially different needs of men and women in the sectors. Women are also somewhat well represented among managerial and nonmanagerial staff in agrifood policy implementation—an outcome of the gender policy that requires one-third of management and decision-making roles in government entities to be held by women.

Table 2. Nigeria pilot study results summary, by indicator

POLICY DESIGN	<ul style="list-style-type: none"> • Gender salience: Although high-level speeches mention gender, they lack details and specific gender targets and strategies; and gender salience in discussions about agrifood policies is generally weak. • Gender policy targets: The country is to be applauded for its National Gender Policy in Agriculture. Gender consideration in the National Climate Change Policy and the National Food and Nutrition Policy is also quite strong (score=3); however, gender attention in the major agriculture sector policy (the National Agricultural Technology and Innovation Policy) is weak (score=2). • Women’s inputs: Although consultations are often conducted during policy formulation, local experts perceived few opportunities for ordinary citizens to provide input into agrifood policy formulation, and even more limited opportunities for women to do so. • Women’s policy design leadership: The extent of women’s leadership in agrifood policy design varied between the public sector and the private sector and civil society. Only 3 percent of Nigeria’s parliamentarians are women; however, the share of women leaders in nongovernmental entities involved in policy design is significantly higher, at 41 percent at the time of the survey.
POLICY IMPLEMENTATION	<ul style="list-style-type: none"> • Gender-responsive budgeting: Across multiple measures used, budgetary support for gender goals is reportedly very weak. The National Development Plan (2021–2025), the basis for budgetary allocation across sectors, includes general gender goals but has no specific targets on gender equity or women’s empowerment in the agrifood system and no specific budget allotted. A 2022 report by a Nigerian nongovernmental organization, the development Research and Projects Centre (dRPC), found that only 0.60 percent of the Nigerian federal budget was allocated to women’s economic empowerment. This finding is consistent with responses in the organization and expert surveys: 84 percent of sample experts in agrifood policymaking responded that budgetary allocation toward women’s empowerment in Nigeria is “weak” or “very weak” and that none of the agrifood ministries conducts a gender-responsive budgeting exercise. • Gender-inclusive staffing: Overall, female staff are fairly well represented in agrifood policy implementation in Nigeria, making up 43 percent of nonmanagement staff in agrifood policy implementing organizations. Local experts highlighted significant difficulties, however, in opening up career opportunities for women in the civil service. • Women’s policy implementation leadership: Overall, women’s leadership is absent in the highest positions in agrifood policy implementation agencies: the five key agrifood-related ministries have no female ministers, state ministers, or permanent secretaries. The situation improves, however, when we include other leadership and management roles in these ministries and in a sample other government and nongovernment entities: women represent 39 percent of their staff in management positions. This proportion is in line with the gender policy’s requirement of having a third of management and decision-making positions held by women but falls short of achieving gender equality.
POLICY EVALUATION	<ul style="list-style-type: none"> • Gender-disaggregated data: Although the National Bureau of Statistics periodically collects and publishes gender-disaggregated data, data on women in the agrifood system and on women’s agency and empowerment are lacking. Not surprisingly, then, the use of gender-disaggregated data is quite low: only 16 percent of sample organizations collect or use gender-disaggregated data. • Gender audits: Almost all sample experts perceived weak tracking and monitoring of gender goals and policy targets overall. National agriculture, climate, nutrition, and gender policies all received low ratings (score=2) for tracking and monitoring gender targets. • Women’s feedback: No formal mechanism exists for citizens to provide feedback on agrifood policy implementation. This finding matches sample experts’ perception that the government puts little effort into getting feedback from citizens and offers limited opportunities for citizens and women to provide feedback. The lack of feedback seems more the result of overall limitations in opportunities for feedback from all citizens than of specific limitations for women. • Women’s policy evaluation leadership: Among organizations involved in agrifood policy review and evaluation in our organization survey, 26 percent are led by women and 36 percent of management positions are held by women. This finding is similar for government and nongovernment entities. When asked about their perception of women’s influence in policy implementation and monitoring, the majority of sample experts rated women’s influence in monitoring the national agriculture, climate change, and nutrition policies as “very weak” or “weak.”

Source: Authors’ elaborations.

By contrast, Nigeria achieved a very low score (score=1) in 15 areas and a low score (score=2) in 18 areas, indicating very weak and weak voice and empowerment of women in those areas, respectively (Table 1). Several areas stood out as particularly weak and in need of concrete improvements to secure a meaningful voice for women in agrifood policymaking in the country. Ordinary women have very limited opportunities to provide input into policy design and to provide feedback on how policy implementation is working for them in practice. Budgetary outlays toward gender targets and efforts to track and monitor those targets are also significantly lacking. The policy evaluation sector overall is quite weak, with little effort to collect or to use gender-disaggregated data on women in the agrifood sector—which necessarily constrains assessment of whether gender targets are being met. Finally, and no less urgently, women’s presence in formal leadership in parliament and in agrifood cabinet ministries is very low, even compared to peer countries in the region.

Several recommendations and priority actions emerge from the pilot study. Among them are the following:

- **Take concrete steps to dedicate budget and staffing resources toward meeting the gender targets that have already been set in key national agrifood policies.**
 - Our review of key national agrifood policies revealed that even when gender targets had been set, these targets are generally not being funded, implemented, or monitored for progress. A key first step could be a holistic review along with socialization among agrifood ministry staff to ensure that all staff in agrifood ministries are aware of gender targets set in national policies and know how to track and monitor progress toward those targets. Policy review committees can be set up by the lead ministry to periodically review progress toward these targets.
 - Up-front coordination is needed between agrifood ministries and the Ministry of Budget and National Planning to ensure that gender targets are being sufficiently funded from inception. For example, the National Gender Policy in Agriculture achieves high scores for its attention to gender goals and for bringing strong inputs and influence of women into the policy process, but it falls short on implementation, budgetary support, monitoring, and evaluation. Ensuring that this policy has a specific and dedicated budget line and is well-integrated into the country’s national and agricultural development plan is essential to securing its implementation.
 - Over time, legislative support for gender-responsive budgeting within agrifood ministries can improve ministries’ funding and implementation support for gender targets, ensuring that gender targets set by policies are being funded in practice. The Ministry of Budget and Economic Planning and partners have been carrying out several training and mentoring activities to help government agencies with gender-responsive budgeting; these activities need to be scaled and lessons on what strategies work and do not work need should be shared to improve the effectiveness of these training and mentoring programs and get gender targets actually funded.
- **Strengthen policy feedback, monitoring, and evaluation, with a concentration on gender-disaggregated data and outcomes.**
 - More evaluation and research are needed on the gender implications of agrifood policies and on key gaps not addressed by the current policy landscape. A meaningful first step would be to collect more gender-disaggregated data on women in the agrifood sector, especially on issues related to control of resources and women’s agency and empowerment, as well as capacity building to collect and analyze these data. Collaboration between the National Bureau of Statistics and agrifood ministries around priority data and outcomes would be helpful to ensure data credibility.
 - Feedback on how policy implementation is going on the ground from the citizens and farmers policies are intended to support is also essential. Government ministries should establish mechanisms and processes for policy feedback and promote their use. Once those mechanisms and processes are in place, it is important to ensure that citizens are aware of opportunities to provide feedback and know how to do so, especially women who are often more reticent to

- contact government officials. Civil society organizations should get themselves to be more proactive in policy deliberations, review, and evaluation.
- **Ensure that opportunities for policy input and consultation reach a wide audience, including those from disadvantaged backgrounds.**
 - While we heard from local experts that public consultations are often held in Nigeria before a policy is implemented, these seem to be *ad hoc*, and many experts cited significant gaps in the inclusion of marginalized voices in consultations. Agrifood ministries should create more opportunities for citizens in general and women specifically to provide inputs into policy design through consultative processes and should socialize those opportunities more extensively to ensure that women can use them.
 - Key ways to broaden inclusivity include (1) developing educational material about policies in native languages and appropriate to the literacy levels of the population; (2) advertising opportunities for input widely; and (3) reaching out for input across broad geographic areas and many channels.
 - Given the existing strength of civil society organizations in Nigeria in terms of women's leadership and representation, these organizations can provide policymakers with critical inputs on policy design and policy feedback and should be extensively consulted. These organizations can also be key bridges between government ministries and civil society and provide advice on reaching more marginalized populations for consultations.
 - **Close critical gaps in women's leadership opportunities.**
 - Despite the difficulty of taking concrete steps to increase women's representation in parliament and among cabinet ministers in the near term, as these both rely on actions by political leaders and political parties as well as on electoral results, both government ministries and civil society organizations can raise the profile of female leaders in the agrifood policy process. We found many female managers in both government ministries and civil society organizations; ensuring that these women are visibly recognized for their roles and have the opportunity to be seen by the public as leaders and experts in the field can build the profile of female leaders in the sector over time.
 - In the long term, changing attitudes and norms related to gender will require providing more training on confidence building and leadership for girls and women at very young ages, as well as conducting gender-transformative campaigns and education that target girls, boys, women, and men.

WEAGov is designed to inform debate and identify concrete actions to improve the state of women's voice and agency in certain areas of the country's agrifood policy process. Although this paper recommends several concrete actions for improving that process, ultimately local actors should identify the priority areas for improvement as well as any associated timelines for action. This assessment describes status in 2022 and early 2023; periodic monitoring and revisiting of the key indicators should be conducted to track progress and measure the effectiveness of specific actions and reforms over time. WEAGov is meant to measure women's voice and empowerment in national agrifood policy processes; this should be complemented by other tools and evidence of voice at the community level and empowerment at the household level. Lastly, WEAGov pilot-testing in Nigeria tracked national agrifood policies; stakeholders can extend the use the WEAGov framework to track design, implementation, and evaluation of state-level policies and local-level governance with a gender lens.

1. INTRODUCTION

Women’s equal participation and leadership can boost a country’s economic growth, foster social inclusion, and help countries to reach sustainable development goals (SDGs). Questions about women’s voice within policymaking processes are growing in importance as developing countries are increasingly subject to climate change and climate-related shocks. Women are disproportionately affected by climate change (Jost et al. 2016; Perez et al. 2015), but there has been a notable failure to incorporate gender-inclusive approaches to climate mitigation or adaptation policies to date (Gonda 2019; Huyer 2016; Mohammed et al. 2022; Amoak et al. 2022). Recent global shocks—including the COVID-19 pandemic, the Russia-Ukraine crisis, and soaring food, fuel, and fertilizer prices—amplify the urgency of ensuring that women’s voices are heard in countries’ policymaking processes. Crises often disproportionately affect women (FAO 2020; Kumar and Quisumbing 2013), and policy solutions that fail to reach women or fail to take their needs into account will falter.

Policymakers face decisions in all areas of policy – whether food, health, education, justice or public finance – that have a direct implication on the rights and opportunities of girls and women and that require effective coordination across multiple ministries. If the SDGs are to be achieved, it will be because policymakers put in place the laws, policies and funding necessary to implement the goals on the ground. Understanding policymaking processes and perspectives of policymakers on gender equality can provide useful information on entry points to ensure women’s voices are heard and women can be empowered to influence policy directions.

Despite the importance of women’s voices and of their empowerment in the policymaking process, it is far easier to lament their absence than to define and measure them. We know that the political empowerment, measured in terms of the share of women in government ministries and parliament, is low and is the weakest dimension in the Global Gender Gap (WEF 2022). Yet, national statistics like the share of women members of parliament, while important and informative, risk missing important dimensions of women’s participation and influence in public life and do not give policymakers and advocacy organizations traction on specific gaps and opportunities for increase women’s voice in policymaking. Women can, for example, advocate for policy solutions from civil society organizations and lead on policy implementation from within line ministries, among other forms of meaningful involvement in policy decision-making. On the other hand, women may be given a seat at the table through quota systems, yet still lack influence over decision-making.

Focusing on agrifood systems¹, which are crucial for delivering the SDGs, we developed an assessment framework – Women’s Empowerment in Agrifood Governance (WEAGov) – to assess women’s voice and agency in national policy processes in agrifood systems. This paper presents the first pilot-testing of WEAGov in Nigeria. Section 2 summarizes the WEAGov approach, including the conceptual framework and methodology. Section 3 summarizes the data collection process and sampling method for the Nigeria pilot study. Section 4 presents the results for Nigeria pilot study, organizing by 11 indicators and subdivided into policy stages (policy design, policy implementation, and policy evaluation). Section 5 discusses these results and provides policy implications. Section 6 provides key concluding remarks.

¹ Agrifood systems have been defined by the High-Level Panel of Experts on Food Security and Nutrition as including “all the elements (environment, people, inputs, processes, infrastructures, institutions, etc.) and activities that relate to the production, processing, distribution, preparation and consumption of food, and the outputs of these activities, including socio-economic and environmental outcomes” (HLPE 2017).

2. WEAGOV CONCEPTUAL FRAMEWORK AND MEASUREMENT

2.1 What is WEAGov?

The Women's Empowerment in Agrifood Governance (WEAGov) framework is a diagnostic, theory-based tool developed by the International Food Policy Research Institute (IFPRI) to help evaluate the extent to which women are empowered across the policy cycle related to agrifood systems. The assessment is based on recognition of the essential role that women play in agriculture and food systems and, conversely, on the essential role that agriculture and food systems play in women's lives and livelihoods alongside the recognition that women's voices are often missing from agrifood policymaking. WEAGov addresses these issues, provides a way to identify gaps and opportunities to raise women's voice and agency at different stages of the policy cycle, and provides a basis for monitoring progress in women's empowerment in agrifood systems governance over time. WEAGov is summarized in Figure 1.

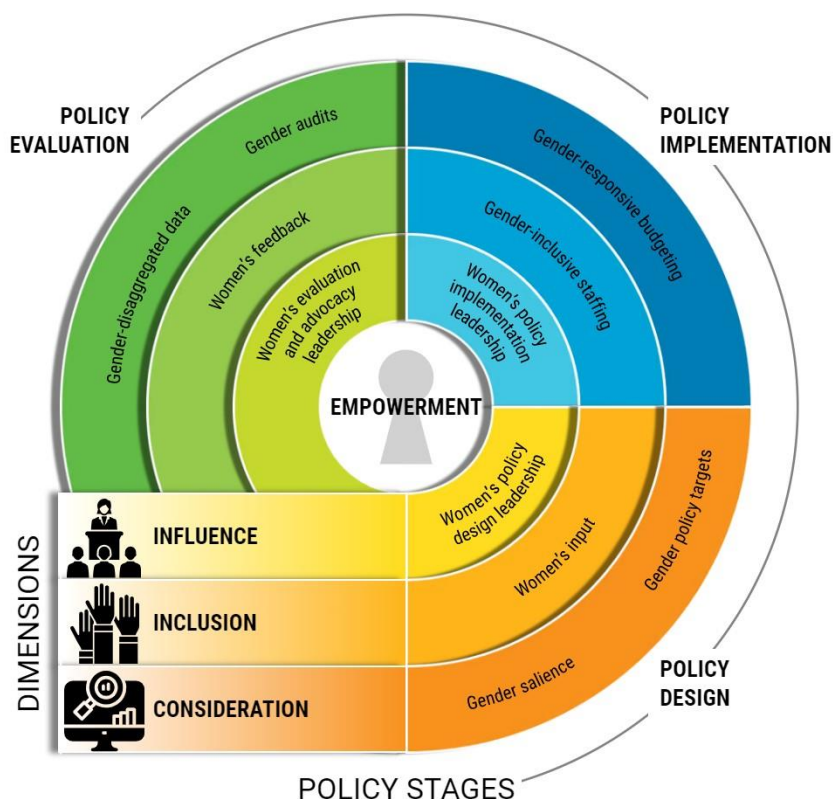


Figure 1. Women's empowerment in agrifood governance (WEAGov) framework

Source: Kyle and Ragasa (2023). <https://www.ifpri.org/interactive/weagov>.

WEAGov looks at three parts of the policy cycle (1) policy design; (2) policy implementation; and (3) policy evaluation. The *policy design* component focuses on how different policy problems rise to the policy agenda, how policy solutions are formulated and designed, and how and whether policy solutions are adopted. The *policy implementation* component looks at how policies are implemented in practice, including budgetary outlays and organizational strategies for the delivery of services. Finally, the *policy evaluation* component considers how policies are assessed against their objectives. In reality, the policy process is nonlinear, often without clear beginning and end points. Nonetheless, looking at the policy

process through this simplified model is useful for seeing how women interact with different stages of decision-making.²

Across each of these policymaking stages, WEAGov assesses the extent of women's empowerment, which we define as *the process of increasing capacity and opportunities for women to participate in and to influence agrifood decision-making, realizing their own choices and goals* (Ragasa et al. 2022, 11). This definition captures three of the most prominent dimensions of women's empowerment from the literature: the ability to make choices, the ability to participate in a process, and the ability to exercise agency throughout the process by both defining goals and being significant actors within a process. WEAGov lays out three dimensions of empowerment across the agrifood policy cycle.

- **Consideration** refers to the way the different needs and priorities of men and women are taken into account. This could involve analyzing data and information related to social and economic outcomes for women as a part of the policy formulation process. It could mean setting up disproportionate allocation of benefits or services across groups to reflect differential exposure to shocks or unique stressors. Or it could involve setting and measuring specific targets related to outcomes for women within a national policy or strategy. Collecting gender-disaggregated data—as well as data that can be broken down by other categories such as income, geography, disability, and race and ethnicity—is an essential component of consideration because disaggregated data become the input for both identifying disparities that need to be addressed through policymaking and tracking success in closing those disparities.
- **Inclusion** refers to the opportunities for women to participate as actors within the policy process. Are there open channels for citizen feedback, and is it possible to use them? Inclusion is also about representation within the landscape of actors involved in implementing a policy after it has been adopted: Are women among those on the frontline of implementation and in managerial positions? Gender quotas are one means of securing women's participation in decision-making processes, but routine, everyday opportunities for feedback from ordinary citizens are essential to inclusion as well.
- **Influence** refers to women's ability to shape the direction and design of policy outcomes. This includes both the ability to shape what social and economic problems rise to the level of policy discourse and to exert influence in choosing among policy alternatives to address problems. Whereas inclusion is more about the opportunity for individual women to participate in the policy process, influence operates more at the level of groups and networks: Are women part of the networks that shape policy discourse, and are there civil society organizations that advocate for their interests?

We developed this tool to assess the extent of women's empowerment in agrifood policymaking and to identify opportunities to advance women's voice and agency in the agrifood policymaking process. In many countries, political leaders may verbally commit to gender equality and to addressing the needs and priorities of women yet fail to allocate sufficient resources toward this goal or fail to implement and monitor specific objectives. Mismatches may exist between public sector goals and commitments toward gender equality and the kind of cohesive and civil society movement and research community that may be needed both to surface policy problems and solutions and to hold governments accountable for action.

No single tool can fully map every dimension of women's empowerment in agrifood policymaking. Instead, we prioritized developing a tool that could be implemented and replicated across a wide variety of countries and contexts and that would quickly highlight gaps and opportunities for improvement. It combines the

² For further discussion of policy process models, see Resnick et al. (2018).

benefits of qualitative, desk review of specific national plans and policies with quantitative measures based on objective indicators.

2.2 WEAGov Development Process

The WEAGov assessment framework is methodologically pluralistic, triangulating information from multiple sources to gain a comprehensive understanding of women’s voice and agency in agrifood governance. WEAGov was developed by combining insights from key informant interviews with a scientific literature review on women’s empowerment, agrifood systems, and governance (see Ragasa et al. 2022). In 2022, key informant interviews included experts involved in the development of other frameworks and indices measuring different aspects of gender and governance; donor agency representatives; academic experts; and policy partners, researchers, civil society leaders, and private sector leaders from three countries with diverse agrifood governance institutions—Nigeria, Malawi, and India (Ragasa et al. 2022). In 2023, we conducted another round of key informants’ interviews and collected further expert feedback to further refine the WEAGov tool and methodology. Lastly, pilot-testing in Nigeria provided very useful lessons for further refining the tool for the second round of pilot-testing in other countries and for scaling partners in 2024 and beyond. Figure 2 provides a full timeline of the process of developing WEAGov.

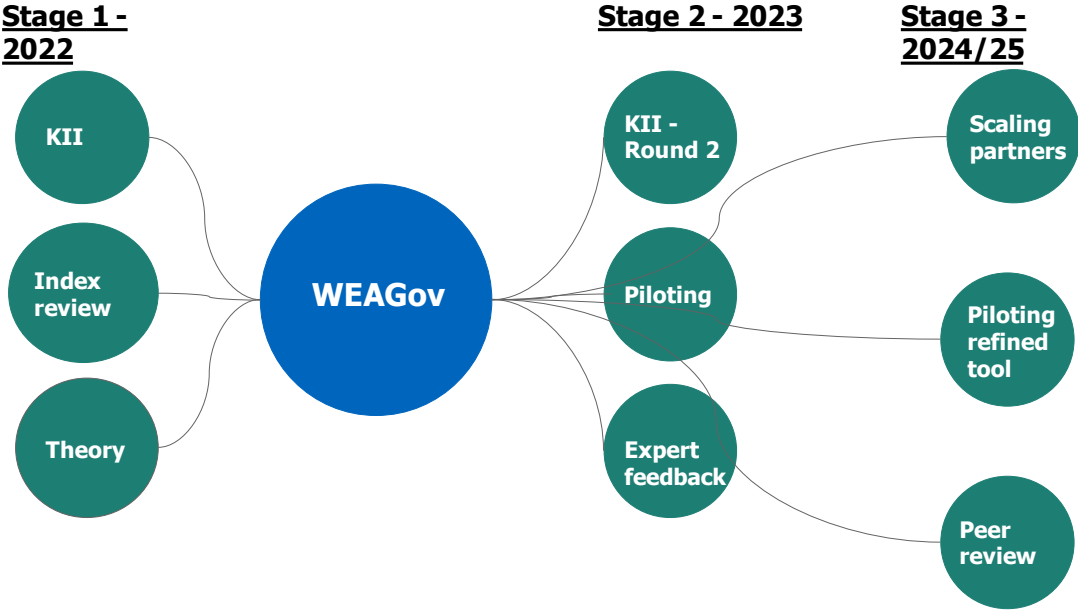


Figure 2. WEAGov development process.
Source: Authors’ illustrations.

2.3 WEAGov Indicators

Within each dimension of the concentric circles shown in Figure 1 are 11 different indicators for assessing women’s empowerment, reflecting consideration, inclusion, and influence in each stage of the policy process. Table 3 summarizes the indicators and definitions. Each indicator is measured using a variety of credible in-country data sources drawn from local agrifood organizations and local agrifood policy experts, for a total of 44 measurements. Each measurement is scored on a 4-part scale ranging from very weak to strong. However, we want to convey with the scoring the general principle that women’s full and equal

participation in the policy process (“strong”) is not an over-achievement, rather it should be seen as reaching a target. Thus, we also use the terminology of **1=low**, **2=on the way**, **3=advancing**, **4=at goal**. Results are presented by measurement and not aggregated by indicator or single composite index, although the narrative summary of results discusses overall policy recommendations for each indicator.

WEAGov focuses on national-level plans and strategies like agricultural policies, agricultural development plans, climate strategies, nutrition policies, and national gender strategies. Although the specific policies, plans, and strategies most relevant for understanding agrifood governance vary across countries, the focus is consistently on women’s empowerment within these high-level, formal public policies that govern agrifood in a given country. In this paper, we call these policies *agrifood policies*.³ On these core topics, WEAGov draws systematically on local expertise rather than on outsiders and aims to bring together information about women’s participation in agrifood policymaking into a single framework.

Table 3. WEAGov indicators and definitions

Policy Stage	Indicator
POLICY DESIGN	<ul style="list-style-type: none"> • Gender salience: Gender is an important topic within agrifood policy and is frequently mentioned and discussed by high-level policy officials. • Gender policy targets: Potentially different needs and priorities of men and women are integrated into major agrifood policies. • Women’s input: Women have opportunities to share their input on how policies should be designed, know about those opportunities, and are able to use them. • Women’s policy design leadership: Women take on leadership roles in entities involved in agrifood policy design.
POLICY IMPLEMENTATION	<ul style="list-style-type: none"> • Gender-responsive budgeting: Agrifood agencies allocate budget equitably, addressing the different needs of men and women. • Gender-inclusive staffing: Female staff are represented in agrifood policy implementing agencies, and gender-inclusive staffing policies are in place to support hiring and retaining female staff. • Women’s policy implementation leadership: Women hold leadership roles in agrifood policy implementation.
POLICY EVALUATION	<ul style="list-style-type: none"> • Gender-disaggregated data: Gender-disaggregated data are collected and available for policymakers so they can assess how policies are working for women and take corrective action if needed. • Gender audits: Agrifood policy implementing agencies review their gender policies and strategies periodically and take corrective action if needed. • Women’s feedback: Women have opportunities to provide feedback on how policies are being implemented and their impacts, know about those opportunities, and are able to use them. • Women’s evaluation and advocacy leadership: Women take on leadership roles in evaluating and advocating for evidence-based agrifood policy reform.

Source: Kyle and Ragasa (2023).

2.4 WEAGov’s Contribution

WEAGov focuses on measuring and tracking women’s voice and empowerment within the national-level agrifood policy process. This perspective complements tools and indices on women’s empowerment within agriculture and agrifood systems at the household and community levels, like the Women’s Empowerment

³ Agrifood policies include those policies related to **agricultural production**, including crop and livestock production, forestry, fisheries and aquaculture, and climate-smart agriculture; **agricultural distribution and value chains**; and **household consumption** of food, including food security and nutrition.

in Agriculture Index (WEAI) family of tools⁴ and numerous participatory tools and scorecards at community and local levels (summarized in ElDidi et al. 2021). While these tools provide important measurements of women's individual- and community-level voice and decision-making, participation in the political domain at higher levels of policymaking and women's ability may look quite different. WEAGov also complements existing global indices on gender that measure gender equality more broadly but do not focus on agrifood systems (summarized in Ragasa et al. 2022). In providing concrete metrics for women's empowerment in the political and policy sphere specifically through national-level decision-making that affects the agrifood system, WEAGov can help measure three of the SDGs, particularly:

- *5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic, and public life;*
- *10.2 By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status;*
- *16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels.*

Political leadership, gender-responsive policies and budgeting, gender-inclusive organizational strategies, and gender-transformative institutions are needed to dismantle systemic barriers to achieving SDGs, especially 5, 10 and 16. WEAGov aims to contribute by measuring these aspects of gender equality and women's empowerment in the political and policy sphere.

2.5 WEAGov Implementation

Implementation of WEAGov happens in a number of steps as summarized below and illustrated with Nigeria a pilot in Figure 3:

- **Landscape analysis of policies and actors:** Understanding the agrifood policy landscape in a country requires fully mapping the sets of policies and actors at the national level. The set of policies, as noted above, spans agricultural production, including crop and livestock production, forestry, fisheries and aquaculture, and climate-smart agriculture; agricultural distribution and value chains; and household consumption of food, including food security and nutrition. The set of actors includes the national and state ministries that design and implement all of these policies in addition to civil society organizations and private sector organizations that play a role in policy development, implementation, and evaluation in the sector. Research institutes and universities also play a role especially in the policy deliberations, reviews, and evaluations. In-country donors can also influence policy design and implementation. This mapping is conducted by local subject matter experts.
- **Content analysis and desk review:** Using a scoring rubric, local subject matter experts score key national policies for gender consideration and content, and they seek out information from national ministries on a number of other objective indicators of women's involvement in agrifood policymaking.
- **Organizational and expert surveys:** Guided by the network analysis of influential actors in the agrifood policymaking process, data are collected on the key organizations in the agrifood sector. Surveys are then conducted with key experts within those organizations to elicit their views on how the agrifood policymaking process works in practice.

⁴ <https://www.ifpri.org/project/weai>

- **Country-level validation workshop:** An intensive day-long workshop is held, consisting of 7 to 10 subject matter experts from different sectors (public sector, local researchers, civil society, private sector) to review results from the content analysis, desk review, and organizational and expert surveys. These experts discuss results in detail to arrive at consensus about whether results are valid for the country context and about contextual factors that require further exploration or explanation.
- **Country-level policy workshop:** All material is synthesized into a country report and shared widely with stakeholders within the country for discussion and prioritization of policy conclusions and recommendations.

5 Steps of WEAGov

Nigeria Pilot

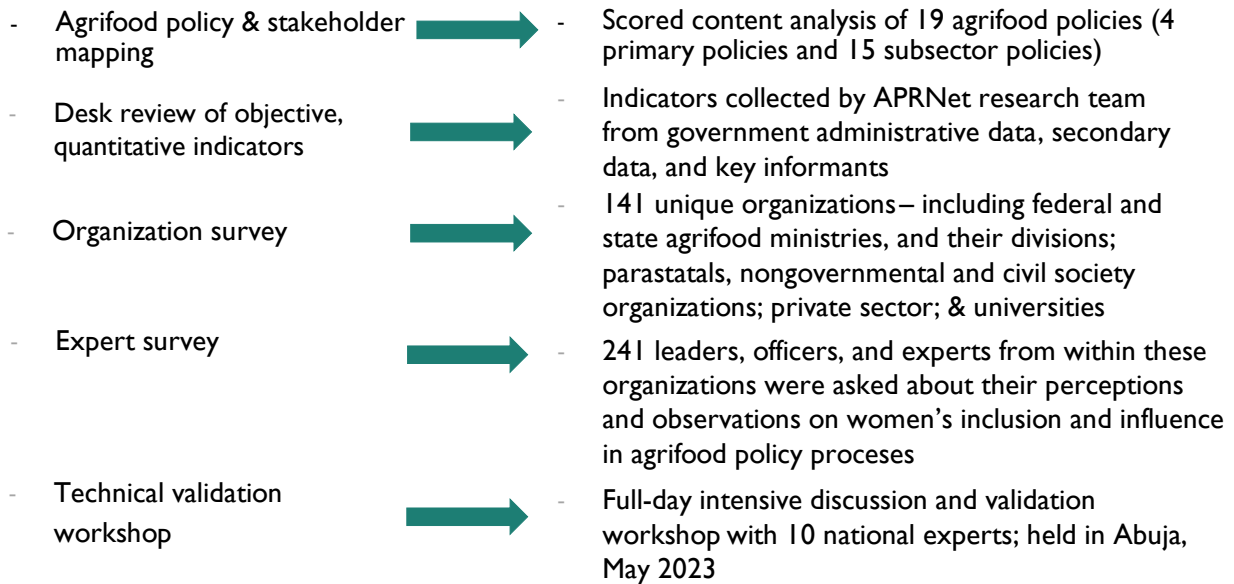


Figure 3. WEAGov steps and pilot in Nigeria.

Source: Authors’ illustrations.

3. AGRIFOOD POLICYMAKING LANDSCAPE IN NIGERIA

3.1 Nigerian Context

Agrifood systems are indispensable to livelihoods in Nigeria. In 2021, agriculture contributed 22 percent to the country's gross domestic product (GDP), with over 70 percent of Nigerians employed in the agriculture sector (FAO 2023). Nigeria also has huge agricultural potential. It has 71 million hectares of agricultural land, the largest population in Africa, and reliable rainfall over much of the landscape (FAO 2023).

Despite its contribution to the economy, Nigeria's agriculture sector faces many challenges that limit its productivity, including a weak land tenure system, low levels of irrigation, and land degradation. Poor access to agricultural inputs and markets also limits productivity. The government's ability to formulate and implement agrifood systems policy to address these challenges will be key to Nigeria's growth trajectory and to reducing poverty.

Nigeria's precarious economic situation has become more apparent in the wake of the COVID-19 pandemic and slowing economic growth. Annual GDP growth is barely outpacing population growth, leaving at least 80 million in extreme poverty (World Bank 2022). To implement the types of economic reforms critical for Nigeria's future growth, the World Bank argues that the government needs to focus on policy implementation, noting: "only with sustained implementation can we finally stop talking about Nigeria's potential and start talking about Nigeria's actuals" (World Bank 2022, 45).

Table 4 shows Nigeria's progress toward a selection of the United Nations Sustainable Development Goals (SDGs) over the past 20 years. Despite some improvement in a few of the key indicators, such as infant mortality and child stunting; others, like prevalence of undernourishment, have stagnated or worsened over time.

Table 4. Nigeria's progress on selected SDG indicators

Indicator	Nigeria (2020)	Nigeria (2000–03)
1.2.1 Poverty headcount ratio at \$2.15/day (2017 PPP) (%)	30.9* [^]	47.9*
2.1.1 Prevalence of undernourishment (%)	12.7*	8.9
2.2.1 Prevalence of stunting in children under age 5 (%)	31.5*	42.5 ⁺
3.2.2 Infant mortality (per 1,000 births)	72.3*	109.6*

Source: *World Development Indicators; [^] Value for 2018. ⁺ UNICEF/WHO/World Bank. Joint Child Malnutrition Estimates Expanded Database: Stunting, Wasting and Overweight. Published online May 2022. Available at: <https://data.unicef.org/resources/dataset/malnutrition-data>. Accessed November 22, 2023.

The inclusion of gender equality as the fifth SDG has drawn attention to the importance of reaching gender parity and ensuring that women and girls are not falling behind. However, addressing gaps between men and women is essential to meeting not just SDG5 but also SDGs focused on zero hunger, good health and well-being, quality education, decent work and economic growth, reduced poverty and inequality, and climate action and life on land, among others.

On gender equality, Nigeria lags behind other low- and middle-income countries. In the most recent presidential election held in March 2023, women candidates won only 3.2 percent of seats in the National Assembly, down from 4.4 percent in the previous assembly. Women's representation in state houses and assemblies is equally low.⁵ Overall, the Global Gender Gap Report ranks Nigeria 123rd out of a total of 146 countries globally (WEF 2022).

⁵ See "Nigeria: International Women's Day eclipsed as men win 96% of legislative seats," *The Africa Report* 8 March 2023, [Nigeria: International Women's Day eclipsed as men win 96% of legislative seats \(theafricareport.com\)](https://theafricareport.com).

Despite weak development indicators and significant overall gender gaps, Nigeria has the potential to reduce poverty and improve the condition of women and girls. A key objective of WEAGov is to move from these high-level indicators to home in on specific places in the policy processes where improvements can be made in women’s voice and agency and, in the process, to highlight specific strengths and weaknesses.

3.2 Institutional and Policy Landscape of Nigeria’s Agrifood System

Nigeria has a federal system that divides the tasks of governing among multiple entities, typically between central and regional (provincial and state) governments. In federal systems, each level of government has responsibility for making final decisions on some activities and areas of policymaking, but strong coordination is always necessary across tiers of government. Nigeria has 36 states and 774 local government areas, each led by elected officials. These elected officials—rather than state ministries—play a significant role in allocating budget across sectors at the state and local levels (Mogues and Olofinbiyi 2020).

The federal government first established the Federal Ministry of Agriculture and Rural Development (FMARD)⁶ in 1966; until that time, the federal government had no mandate in the agricultural sector, and all activities were in the exclusive purview of regional governments (Nwoko et al. 2018). Although Nigeria’s Constitution defines the federal scope of authority as related to the activities of agricultural research, agricultural finance, and agricultural promotion, FMARD views its role broadly as “attaining food security and positioning Nigeria as a net food exporter for socio-economic development.”⁷ FMARD oversees many parastatals operating as either key agencies or departments across the country, including the following:

- Nigeria Agricultural Quarantine Service, Abuja
- Bank of Agriculture, Kaduna
- Agricultural and Rural Management Training Institute, Ilorin
- Nigerian Agricultural Insurance Corporation, Abuja
- Nigeria Agricultural Seed Council, Abuja
- National Centre for Agricultural Mechanization, Ilorin
- Nigeria Institute of Animal Science, Abuja
- Nigeria Institute of Soil Science, Abuja
- Veterinary Council of Nigeria, Abuja
- National Agricultural Land Development Authority, Abuja
- Agricultural Research Council of Nigeria, Abuja

In addition to working through these agencies and parastatals, FMARD engages state agricultural ministries as co-funders and co-implementers of major agricultural policy initiatives in the country. Mogues and Olofinbiyi (2020) found that, at the state level, elected state governors make state-specific agricultural policy decisions, including how to staff and fund agricultural ministries, whereas state line ministries implement both state and federal policy initiatives. Those authors point to considerable autonomy and discretion at the state level in allocating resources, which aligns with Nigeria’s federal system. Related policies from other ministries and agencies can also influence the agrifood system, such as policies from four other key agrifood ministries (Ministry of Environment, Ministry of Health, Ministry of Water Resources and Sanitation, and the newly formed Ministry of Marine and Blue Economy) and 11 other

⁶ In the new administration of 2023, the ministry is called the Federal Ministry of Agriculture and Food Security (FMAFS). We collected and analyzed retrospective data so we are using FMARD in this paper.

⁷ <https://fmard.gov.ng>.

ministries. Appendix 1 provides a list of agrifood system stakeholders identified and mapped in this study, by major category.

Beyond the federal-state distinction, the network landscape analysis revealed considerable relevance of other actors beyond the public sector in agrifood policymaking in Nigeria, including civil society organizations (CSOs), donors, the private sector, and academia (Figure 4).

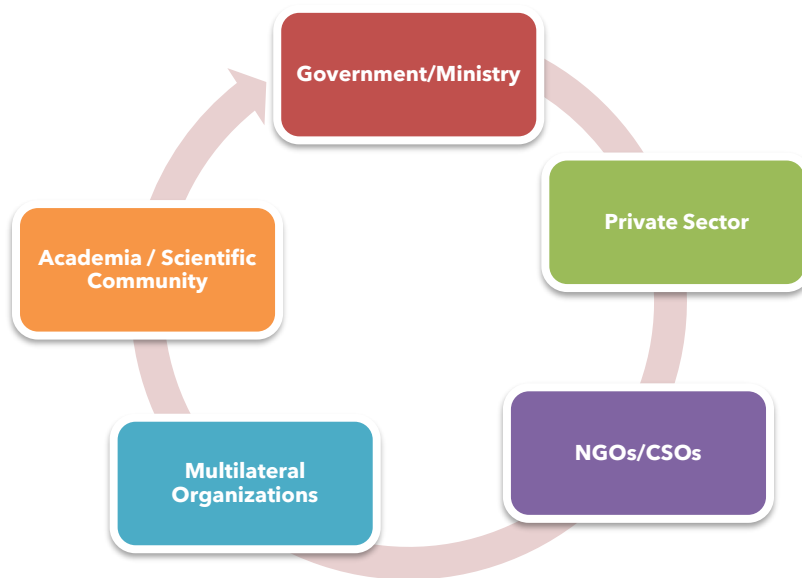


Figure 4. Agrifood policy stakeholders in Nigeria

Source: Authors' illustrations based on IFPRI/APRNet organization survey 2023. CSO=civil society organization; NGO = nongovernmental organization

We asked respondents to the expert survey to identify the most influential actors in agrifood policymaking in Nigeria. The agricultural ministry, FMARD, is seen as the most influential actor in national agrifood policymaking, with 70 percent of respondents to our expert survey saying that FMARD exerts a great deal of influence on national agrifood policymaking (Figure 5). Then come donors, academia, the private sector, and, finally, CSOs.

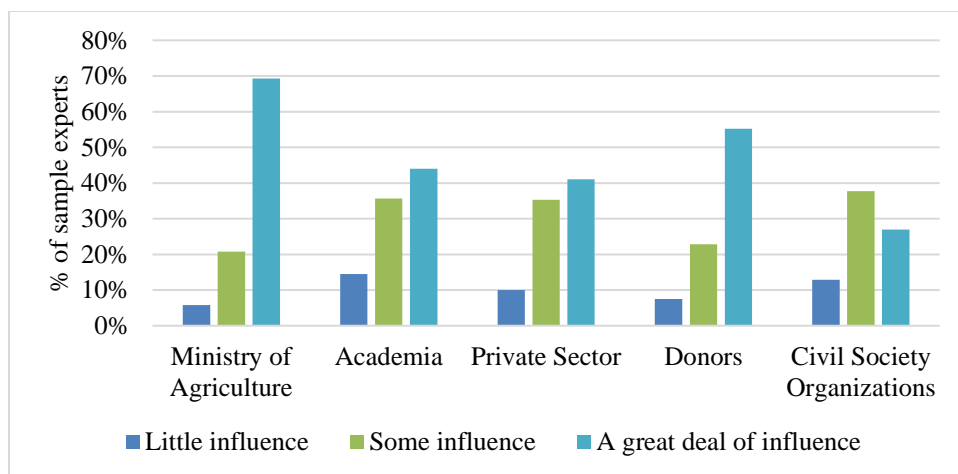


Figure 5. Influential actors in Nigeria’s agrifood policy process

Source: IFPRI/APRNet expert survey 2023.

There are many policies, strategies, and plans in Nigeria. To keep the selection and content analysis manageable, the focus was on national-level policies that directly govern and affect agrifood systems. Within these criteria, many are old or in draft form that have never been launched or implemented. The focus policies in this study are those operational or that are currently being implemented; those not too old that respondents can still recall their design and formulation process; and those not too recent that respondents can respond to about their implementation and evaluation. The focus major policies include: (1) national agricultural policy, which can take several forms or titles (e.g., in Nigeria, we have Agricultural Promotion Policy (2016-2020) and National Agricultural Technology and Innovation Policy (NATIP, 2022-2027); (2) national environment or climate change policy; (3) national food security or nutrition policy; and (4) national gender policy in agriculture (if available). Other subsector policies (e.g., water policy, land use policy, and fisheries and aquaculture policy) are also included. We identified 19 national policies and plans on agrifood systems (see other older strategies or policies and programs in Appendix 2),⁸ which we included in the policy content analysis:

1. **National Agricultural Technology and Innovation Policy (2022–2027)**⁹
2. **Agriculture Promotion Policy (The Green Alternative) (2016–2020)** (this was replaced by policy above)
3. **National Climate Change Policy (2021–2030)**
4. **National Policy on Food and Nutrition in Nigeria (2016–2025)**
5. **National Gender Policy in Agriculture (2021–2026)**
6. **National Fishery and Aquaculture Policy (early 2000s)**
7. **National Forest Policy (2020–2030)**
8. Feed Africa: Strategies for Agricultural Transformation in Africa
9. Agricultural Transformation Agenda Operation Feed the Nation (1976)
10. National Water Policy (2016)
11. Land Use Policy 2013
12. Trade Policy in Nigeria (2023–2027)
13. National Policy on Food Safety and its Implementation Strategy (2014)

⁸ The analysis does not include several older sectoral policies or those in draft form. Several programs and projects were identified but not included in the analysis. See Appendix 3 for the complete list.

⁹ A total of 19 policies were included in the policy content analysis (see Appendix 3); 7 of these policies (shown in bold) were the focus in the expert surveys to track their implementation and evaluation of their gender goals (see Table 11).

14. Nigeria Vision 2020 (2009–2020)
15. Revised National Policy on the Environment (2016)
16. Agricultural Manpower Development and Training Policy
17. Agricultural Statistics and Data Bank Policy
18. Agricultural By-Product Policy
19. Rural Infrastructure Policy

The major agriculture policy is the National Agricultural Technology and Innovation Policy (2022–2027), which replaced the Agriculture Promotion Policy (2016–2020). Two major cross-cutting and multisectoral policies were identified: the National Climate Change Policy (2021–2030) and the National Policy on Food and Nutrition (2016–2025). Nigeria also has a National Gender Policy in Agriculture (2021–2026). For WEAGov scoring, we focused on these five major policies. To get some information on subsector policies, we included the National Fishery and Aquaculture Policy and the National Forest Policy in the organization and expert surveys. Thus, the organization and expert surveys focus on seven current or recently ended policies that have some gender considerations in order to track the implementation and evaluation of their gender goals and targets.

In addition to these agrifood policies, we included the National Development Plan in the content analysis given its major implications on budget allocation. We did not include the new National Women’s Economic Empowerment Policy and Action Plan (with a component on agriculture) (2023–2028) in the content analysis and policy tracking. While these policy and action plan are crucially important for gender equality and women’s empowerment in the country, its scope is broad and not directly on agrifood system; and since they are new policy and plan, we could not track any implementation and evaluation yet. These policy and plan can be included in the future monitoring and updating of WEAGov for Nigeria.

3.3 Data Collection

This study relied on five data collection methods: desk review, policy content analysis, organization survey, expert survey, and stakeholder workshop. The following subsections discuss three of those methods.

3.3.1 Policy Content Analysis

For the identified agrifood policies, the research team reviewed how policy documents address gender issues or consideration of women. Each policy document was reviewed by two members of the research team, using the following checklist:

- Overall policy objectives and goals
 - Key policy objectives and goals identified in the policy, strategy, or development plan
- Gendered content
 - Important quotes and discussion of gender within the key policy objectives identified in the policy, strategy, or development plan
 - Any other contextual factors related to gender
 - The document mentions gender, women, social inclusion, equity (yes/no)
 - The document mentions a gender analysis or gender study that guided and informed the policy (yes/no)
 - The document cites sex-disaggregated data (yes/no)
 - The document includes specific objectives or targets related to gender equality in access to inputs, resources, and opportunities (yes/no; if yes, provide details/quotes)
 - The document includes specific objectives or targets related to improving women’s voice and participation in decision-making and institutions, improving women’s leadership, improving women’s agency or empowerment, and addressing gendered social norms and structural gender inequalities (yes/no; if yes, please provide details/quotes)

- Gendered participation in the policy formulation process
 - Is there evidence in the policy document (or drafts, media coverage, others) on the consultative processes undertaken? Include description here (with reference to women, different types of women, marginalized groups, ethnic groups)
 - In the writing/drafting team, what is the proportion of women?
 - In the advisory/supervisory/review team, what is the proportion of women?

3.3.2 Organization Survey

The organization survey aimed to gather information on an organization’s engagement in the agrifood policy process; the number of staff in leadership and non-leadership positions by gender and education level; gender-related strategies and activities; and details of the implementation of specific agrifood system policies that the organization is involved in. The survey involved a semi-structured questionnaire, programmed in computer-assisted personal interviews. Organization representatives had several response options: in-person interview, phone interview, paper-based interview, filling out the paper-based questionnaire themselves, or filling-out the online questionnaire themselves. Almost all respondents answered through phone interviews and in-person interview, with a few answering via filling-out the online questionnaire themselves. The survey took about 30 minutes to one hour.

The study team consisted of seven senior experts in gender research, young scholars, and a PhD student; 60 percent of the team members were female. Most interviews were conducted by team members, although a few supervisors and enumerators (master’s degree level) were recruited to help conduct the interviews in several states. Survey instruments were pretested among the team members and adjusted accordingly, then implemented among national stakeholders. Additional adjustments to the instruments were made before their full implementation at the state level. Both organization and expert surveys were completed in 15 days.

Our targets were to understand policy formulation at the national level and to track policy implementation and evaluation at the state and local levels. Given our focus on the policy process rather than on outcomes, we targeted stakeholders at the state level. In terms of sampling, we compiled a list of organizations involved (actually and potentially) in agrifood policy formulation, implementation, and evaluation at the federal and state levels. We made sure we include the government agencies including the Federal and State Ministries of Agriculture and Rural Development, Water Resources, Environment, Health, and Women Affairs; the relevant divisions or departments under them, including on Forestry, Aquaculture and Fisheries, and Livestock Development Division; and a diverse set of nongovernmental organizations (NGOs), including donors, CSOs, research institutes and universities, and private companies active in the agrifood system and policy processes. We contacted all in the compiled list and interviewed a total of 141 organizations (Table 5). Of these, 30 percent are federal-level organizations (mainly in the Federal Capital Territory, Abuja) and the rest are state-level organizations.

Table 5. Sample agrifood organizations, by state

Geopolitical zone	Count	%
Federal level (those in Abuja or not in the five states below)	43	30
State level		
Bauchi	24	17
Delta	22	16
Enugu	10	7
Kogi	16	11
Ondo	26	18
Total	141	100

Source of raw data: IFPRI/APRNet organization survey (2023).

Nigeria has six geopolitical zones: North East, North West, North Central, South East, South South, and South West. Because of security issues, we excluded the North West zone. For the survey of state-level experts, we selected one state per zone on the basis of minimal security threats while maintaining representativeness within the zone. These states are Bauchi, Enugu, Delta/Rivers, Kogi, and Ondo. As in any survey and with limited resources, we could not go to all states. The inclusion of almost all geopolitical zones and a state within each zone guarantees the geopolitical diversity and representation across the country. North West zone shares many similarities to North East zone (Bauchi state). The selected state largely represents other states within the zone in terms of political history, culture, climatic and farming conditions, and farming systems. The sampling method ensures balanced representation of the Northern and Southern regions and cuts across diverse cultures, religions, ecologies, and languages in the country.

At both federal and state levels, the head of the organization was the target respondent of the organization survey, with the assistance of other knowledgeable staff in the organization. Overall, 40 percent of the sample organizations are from the public sector, 27 percent from CSOs and NGOs, 21 percent from the private sector, and 12 percent from research institutions or universities (Table 6).

Table 6. Sample agrifood system organizations, by sector

Organization type	Count	%
Federal ministry	9	6
State ministry	20	14
Federal parastatal	5	4
State parastatal	21	15
Independent governmental agency	2	1
Civil society organization / nongovernmental organization*	38	27
Private sector	29	21
Research institution / university	17	12
Total sample	141	100

Source of raw data: IFPRI/APRNet organization survey (2023). Note: * Includes in-country donor representatives and donor-funded project staff.

3.3.3 Expert Survey

Whereas the desk review, content analysis, and organization survey aimed to collect objective indicators on the status of women’s involvement in agrifood policymaking in Nigeria, the expert survey aimed to understand how policy in practice may deviate from policy on paper. Organization surveys can tell us whether key entities have gender quotas in place, but expert surveys allow us to ask whether such policies are enforced and whether local experts perceive efforts to consult with women during policy design and to track and audit gender targets set within policies. As such, these surveys provide invaluable insights into the informal ways that the policy process works in practice.

We used two approaches to identify potential experts. First, in the organization survey, we asked the organization heads to respond to the expert survey and to recommend other key staff meeting specific expertise criteria for the sample. Second, the Agricultural Policy Research Network, which maintains a list of key agrifood system stakeholders in Nigeria, also served as a sampling frame. Target respondents were members of the agrifood organizations’ management team, decision-makers in the agrifood organizations, experts in agrifood policy, and gender contacts for any gender-specific programming in the agrifood organizations. We targeted about 40 experts in each of the five states and at the federal level (Abuja); the actual number of respondents (241 experts) was close to this target. Of the total 241 experts interviewed, about half were from the public sector; 18 percent from CSOs and NGOs; and 17 percent each from the private sector and research institutes or universities (Table 7).

Table 7. Sample experts, by organization type

Organization type	Count	%
Federal ministry	25	10
State ministry	42	17
Federal parastatal	15	6
State parastatal	25	10
Independent governmental agency	10	4
Civil society organization / non-governmental organization	44	18
Private sector	40	17
Research institution / university	40	17
Total sample	241	100

Source of raw data: IFPRI/APRNet organization survey (2023).

In terms of position, of the 241 experts interviewed, 13 percent were heads of organizations; 23 percent were managers of units, divisions, or programs; 39 percent were officers or other key staff in the organization; 15 percent were gender contacts; and the remaining 10 percent considered themselves experts in agrifood policy (Table 8).

Table 8. Sample experts, by position

Position	Count	%
Head of the organization	32	13
Manager or decision-maker of specific program or job function in the organization	55	23
Expert in agrifood policy	23	10
Focal point or contact for gender programming in the organization	36	15
Officer, researcher, lecturer, or other staff in the organization	95	39
Total sample	241	100

Source of raw data: IFPRI/APRNet organization survey (2023).

A total of 92 respondents (38 percent) were women and 21 percent were youth (younger than 35). Years of work experience varied: 30 percent of sample experts had more than 10 years of work experience. Almost all respondents had at least a bachelor's degree, 31 percent had a master's degree, and 20 percent had doctoral degrees.

4. RESULTS

The WEAGov results across the policy cycle reflect the significant and longstanding gap in women’s political participation in Nigeria. The subsections that follow summarize the WEAGov results across each of the 11 indicators and the three policy stages. Each indicator was measured using at least one objective measurement and at least one perception measurement, or those from the expert survey. These results were first presented to a group of 10 technical experts from the ministries and universities in a full-day workshop (for details on the workshop, see Kyle, Ragasa, and Carrillo 2023). The discussions provided very useful insights on the validity of the results, the feasibility of the indicators, and how to improve the measurements.

All scores range from very weak (1), to weak (2), to moderate (3), to strong (4). In general, however, a “strong” score does not signify overachievement in women’s full and equal participation in the policy but rather signifies reaching a target. Thus, we also use the terminology of low (1), on the way (2), advancing (3), and at goal (4). Every measurement has a fully detailed definition and scoring method, provided in Kyle and Ragasa (2023).

4.1 Policy Design

The first component of WEAGov assesses the extent to which women are shaping the range of social and economic problems that emerge onto the policy agenda, as well as the specific solutions that are designed and adopted. It covers four indicators that measure each dimension of women’s empowerment in the policy design stage:

- **Gender salience** is achieved when gender is an important topic within agrifood policy and is frequently mentioned and discussed by high-level policy officials.
- **Gender policy targets** are achieved when potentially different needs and priorities of men and women are integrated into major agrifood policies.
- **Women’s inputs into policy design** is achieved when women have opportunities to share their input on how policies should be designed, know about those opportunities, and are able to use them.
- **Women’s policy design leadership** is achieved when women take on leadership roles in entities involved in agrifood policy design.

The following subsections report the results for Nigeria.

4.1.1 Gender Salience

Agenda setting is the process through which issues gain political priority or emerge as public problems that can and should be addressed through public policy. One way to tell whether gender equality in agrifood systems is really on the government’s agenda is through “expressed commitment,” or public declarations of support or concern for an issue by high-level political leaders (Fox et al. 2011; Fox et al. 2015; Shiffman 2007). We used two measures of gender salience—scored gender content in prominent presidential or budget speech (objective measure) and gender attention in prioritized agrifood policy issue (perception measure)—for this indicator, with detailed scoring information provided in Figure 6 and a summary of scores for Nigeria provided in Table 9.

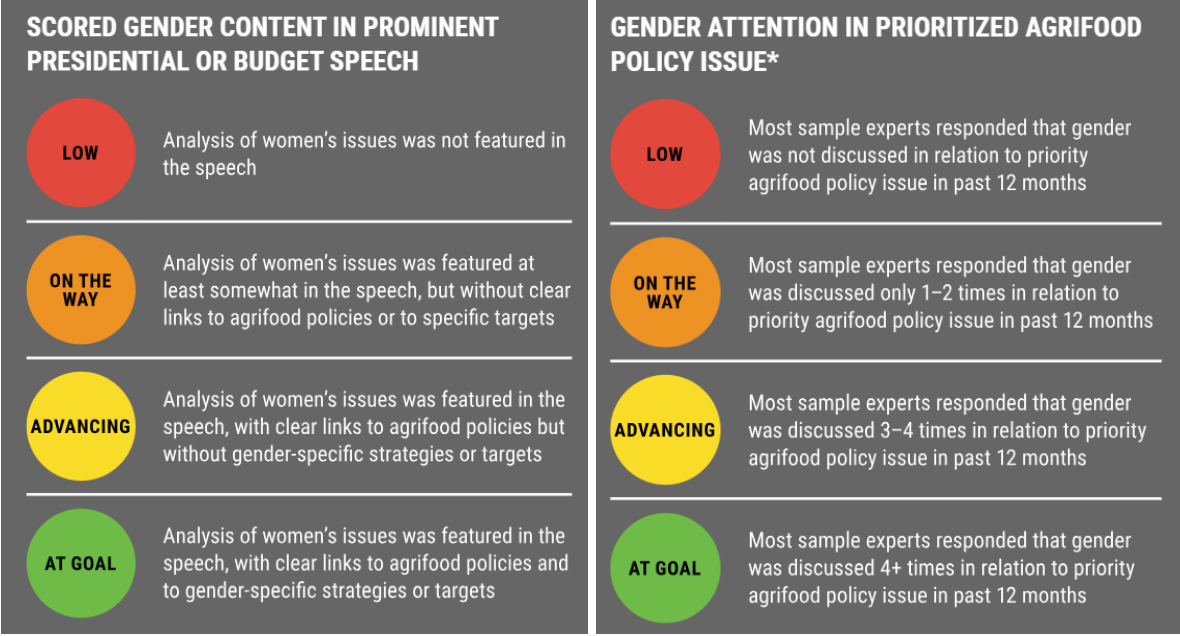


Figure 6. Scoring metrics for gender salience

Source: Kyle and Ragasa (2023).

*Indicates that this measurement is collected from the expert survey.

Table 9. Summary of Nigeria's results for gender salience

Indicator	Measurement	Score	Priorities for action
1. Gender salience	Scored gender content in prominent presidential or budget speech		Include gender-specific goals and targets, especially linked to agrifood policies in high-level speeches.
	Gender attention in prioritized agrifood policy issue*		Conduct more evaluation, research, and advocacy on the gender implications when discussing agrifood policy issues.

Source: Gender content in presidential budget speech scored by authors. *Source of raw data: IFPRI/APRNet expert survey (2023).

The first, objective measure is based on gendered content analysis of key presidential or national budget speeches. Key for WEAGov is gender salience *in relation to agrifood policy* rather than in general (note the scoring detailed in Figure 4). We first analyzed President Buhari's speech on the 2022 budget, presented to a joint session of the National Assembly on October 7, 2021.¹⁰ In that speech, he said:

The 2022 budget is also the first in our history, where MDAs [ministries, departments, and agencies] were clearly advised on gender responsive budgeting. These are part of critical steps in our efforts to distribute resources fairly and reach vulnerable groups of our society.

¹⁰ <https://www.premiumtimesng.com/news/headlines/488669-nigerias-2022-budget-speech-presented-by-president-buhari.html?tztc=1>.

We analyzed a second speech by President Buhari, in which he presented Nigeria's 2023 budget at a joint session of the national assembly on October 7, 2022, stating:¹¹

WOMEN'S EMPOWERMENT.... To harness the potentials of all Nigerian women and enable them to productively contribute to the economy, we will continue to prioritise women's empowerment programmes across various MDAs in 2023.

These two recent presidential speeches mentioned gender-responsive budgeting and women's empowerment and show attention to gender at the highest level. Nevertheless, this attention is still very general, without clear links to specific agrifood policies or to specific targets or strategies. Using the scoring metrics shown in Figure 4, Nigeria's gender content score in prominent speeches is 2 (on the way, Table 8).

The second, perceptive measure reflects experts' recall of gender issues being featured in discussions specifically on agrifood policy issues. To capture the extent to which gender is discussed in a salient agrifood policy, we asked expert respondents what agricultural or food policy issue gained the most attention from the Nigerian government in the past year. These experts cited high fertilizer prices and associated subsidy; high food prices; nutrition; agricultural credit and insurance, including the Anchor Borrowers Programme;¹² agricultural marketing and value chain development; trade policies, including a ban on rice importation and reduction of import duties on agrochemical and equipment; the agricultural transformation agenda; and job creation.

We then asked them to recall, within the identified priority policy area, the extent to which women's needs and priorities were featured in public speeches or campaigns related to this policy. This information lets us assess not only whether gender is mentioned overall in public speeches but also whether gender is discussed in what experts perceive to be the highest priority in agrifood policy during the past year. The majority of sample experts did not recall gender being discussed often in relation to that prioritized agrifood policy issue (Figure 7). The qualitative findings support the results of the quantitative findings stated previously: the problem of male dominance in decision-making is identified as a threat to the recognition of women in the agrifood system despite women's contributions to Nigeria's agriculture sector. According to one respondent from the expert survey,

despite the women's activities, which typically include producing crops, rearing of animals, processing and preparing food, working for wages in agricultural or other rural enterprises, engaging in agricultural trading and marketing, care giving to family members, and maintaining their homes, not too much attention is given in speeches and discussions around agrifood system. This is largely due to traditions and customs that promote and fuel gender inequality and male dominance in decision making process even among the elites in the Nigerian societies....

¹¹ <https://www.budgetoffice.gov.ng/index.php/2023-budget-speech-presented-by-president-muhammadu-buhari>.

¹² The Anchor Borrowers' Programme was established by the Central Bank of Nigeria in 2007 to create economic linkages between smallholder farmers and reputable companies (anchors) involved in the production and processing of key agricultural commodities. The core of the program is to provide loans (in kind and cash) to smallholder farmers to boost agricultural production, create jobs, and reduce food import bill to conserve foreign currency reserve.

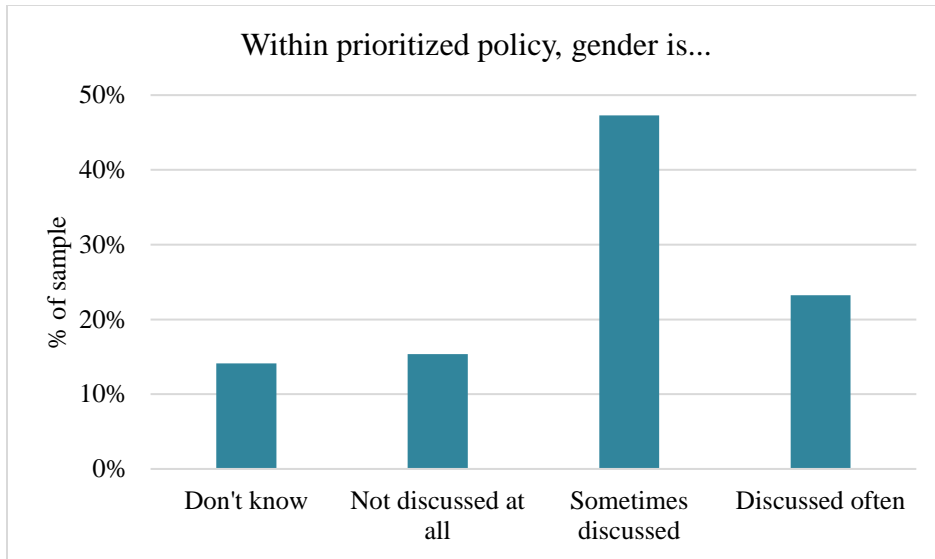


Figure 7. Gender discussion in prioritized policy issues (% of sample experts)

Source of raw data: IFPRI/APRNet expert survey (2023).

Overall, the results on these two measurements suggest that, although high-level speeches mention gender, those speeches lack details and specific gender targets and strategies, and that gender salience in discussions about agrifood policies shows room for improvement.

4.1.2 Gender Policy Targets

In the policy design stage of the policy process, policymakers and advocates discuss and debate different solutions to salient problems. Even if an issue rises to the policy agenda, important social and economic problems can fall through the cracks in the design phase. For example, policymakers may mention that a particular policy will work well for women or address a critical need, yet competing issues that arise during the design of policy solutions may result in the de-prioritization of women’s needs.

To understand how gender salience may (or may not) translate into policy design, in the desk review we identified 19 sectoral policies and national development plans related to the agrifood system (Appendix 3). For each of these policies, we reviewed and scored the policy on the basis of the extent of its consideration of gender-related issues, with scores ranging from 1 to 4 on (see Figure 6 for a breakdown of the scoring). Of these 19 policies, 11 have some mention of gender or women’s issues in the policy content analysis and 4 have gender-specific targets or goals, quantitative indicators in the results framework, and implementation details and therefore scored high in gender consideration. These four policies scoring high on gender consideration are the National Gender Policy in Agriculture launched in 2021, National Climate Change Policy, National Food and Nutrition Policy, and Feed Africa: Strategies for Agricultural Transformation in Africa.

According to our indicator, gender is considered in policy design if major agrifood policies integrate potentially different needs and priorities of men and women. We looked at the three major agrifood policies in Nigeria (National Agricultural Technology and Innovation Policy, National Climate Change Policy, National Policy on Food and Nutrition), and we gave due credit for the National Gender Policy in Agriculture. To analyze the gender content in these policies, we used four different objective measures: scored gender content in national agriculture policy; scored gender content in national climate policy; scored gender content in national nutrition policy; and presence of a national gender policy in agriculture. Under the scoring metrics shown in Figure 8, Nigeria achieves scores of 2 (on the way) for the first measure, 3 (advancing) for the second and third, and 4 (at goal) for the fourth (Table 10).

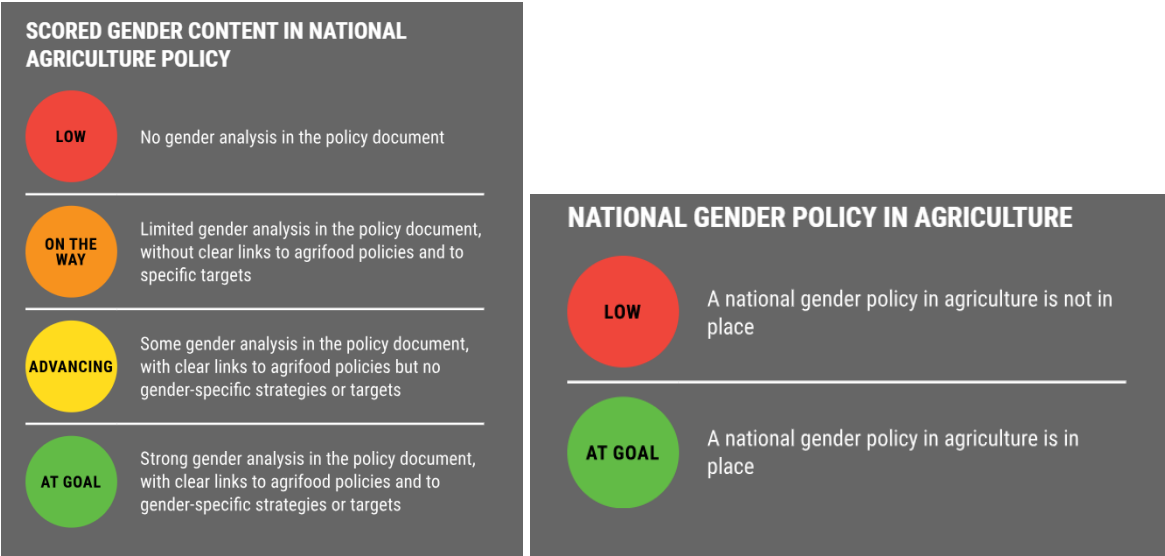


Figure 8. Scoring metrics for gender policy targets
 Source: Kyle and Ragasa (2023). Note that the scoring metrics for the agriculture, climate, and nutrition policies are all the same.

Table 10. Summary of Nigeria’s results for gender policy targets

Indicator	Measurement	Score	Priorities for action
2. Gender policy targets	Scored gender content in national agriculture policy		Pay greater attention to gender, and have measurable gender targets in national agriculture policy. Integrate key elements of the national gender policy in agriculture into the overall national agricultural development plan.
	Scored gender content in national climate policy		
	Scored gender content in national nutrition policy		
	Presence of national gender policy in agriculture		

Source: Gender content in national policies scored by authors.

Beyond the specifics in the policy documents, we also probed in the expert survey whether agrifood policymaking experts are generally aware of the gender content of high-level agrifood national plans and strategies and how they view the strength of the gender-related content in these policies. Because Nigeria was the pilot country for WEAGov, we wanted to validate the results of the desk review by getting the views of a wide range of agrifood policy experts so we could understand whether perceptions about how each policy addresses gender match the policy on paper.

In the expert survey, we focused on seven major agrifood policies (that have at least some gender considerations) to track the implementation of their gender targets and goals (Table 11). The scores from the desk review and policy content analysis are largely consistent with expert survey results, with the majority of respondents giving scores of 1 or 2 to six of the policies (except the National Gender Policy). Many respondents had poorer perceptions about gender consideration in the National Food and Nutrition Policy and the National Climate Change Policy than what we found in the policy documents. In contrast,

about 5–7 percent of respondents had high perceptions about the gender considerations of all policies even though policy documents do not support those perceptions.

Table 11. Gender-specific policy discussion and targets

Policy	Policy content analysis / Reviewers' score (1-4) ^a	Expert perceptions of gender in policy formulation (% of sample experts) ^b			
		1	2	3	4
National Agricultural Technology and Innovation Policy (2022–2027)	2	33	32	8	7
National Food and Nutrition Policy (2016–2025)	3	19	37	20	8
National Climate Change Policy for Nigeria (2021–2030)	3	35	30	14	6
Agriculture Promotion Policy (The Green Alternative) (2016–2020)	2	34	36	10	6
National Forest Policy (2020–2030)	1	46	27	9	5
National Fisheries and Aquaculture Policy (early 2000)	1	36	30	8	7
National Gender Policy in Agriculture (2021–2026)	4				

Source of raw data: ^a Different policy documents reviewed by research team; ^bIFPRI/APRNet expert survey (2023). We got “don’t know” responses and these comprise the remaining percentage of sample experts. Document review scores for each policy: 1=has no or little mention of gender or women, 2=has some gender analysis and discussion, but no gender-specific goals, 3=has gender-specific goals, but no details on the gender targets and how they will be tracked, 4=has gender-specific goals and targets, with details on how to track them in the monitoring and evaluation framework and implementation plan (is exemplary in its focus on gender equality, results for women, and women’s empowerment). Expert perception Likert scale: 1=I do not think that the policy focuses on women’s issues; 2=There is some focus on women’s issues, but I think the policy could have gone further; 3=The policy goes pretty far in setting specific targets and goals related to gender equality, results for women, and women’s empowerment; 4=This policy is exemplary in its focus on gender equality, results for women, and women’s empowerment.

4.1.3 Opportunities for Policy Input

Although the first two indicators assess the extent to which women’s needs and priorities are included in policy design, consideration of gender does not necessarily mean that women had voice and agency in the surrounding policy debates and decisions. When looking at whether women themselves were included in the first stage of the policy cycle, we look for evidence that women had the opportunity to weigh in and share their views on potential policy problems and solutions.






Including the voices of women is really a two-step process: first, governments must be open to the participation of CSOs and ordinary citizens in policymaking and have mechanisms for citizens to share their ideas and feedback; second, opportunities for participation must be open to women specifically. Our indicator measures if women have opportunities to share their input on how policies should be designed, know about those opportunities, and are able to use them. We used one objective measure—formal process for collecting citizens’ input in the agrifood policymaking process—and four perception measures—opportunities for women’s input into the agrifood policy process and women’s inputs into national agriculture, climate, and nutrition policy. See Figure 9 for detailed scoring information and Table 12 for a summary of scores for Nigeria.



Figure 9. Scoring metrics for women's input

Source: Kyle and Ragasa (2023). Note that the scoring metrics for the agriculture, climate, and nutrition policies are all the same. *Indicates that this measurement is collected from the expert survey.

Table 12. Summary of Nigeria’s results for women’s input

Indicator	Measurement	Score	Priorities for action
3. Women's input	Formal process for collecting citizens' input in agrifood policymaking process		
	Opportunities for women to provide inputs in policy design*		Create more mechanisms and opportunities for citizen's inputs in policy design; promote their use; and build capacity of citizens and women to provide inputs into policy design.
	Women's inputs in national agriculture policy*		Ensure that women are included in consultations or deliberations in policy design; have quota for women's participation in policy design; build capacity of citizens and women to provide inputs into policy design.
	Women's inputs in national climate policy*		
	Women's inputs in national nutrition policy*		

Sources: Formal process for collecting citizens’ input scored by authors. *Source of raw data: IFPRI/APRNet expert survey (2023).

Women represent a crucial resource in agriculture and rural economies through their roles as farmers, farm labor, processors, marketers and entrepreneurs; however, they face more severe constraints in access to productive resources and are more resource-poor than men (Sofa and Cheryl 2011, 48). Agricultural policies potentially have major impacts on the livelihoods and welfare of different types of women and men, and therefore these policies must involve diverse types of women and men in their design. Although respondents observed the involvement of some women in the design of agrifood policies, our survey findings show that those involved might not be directly involved in crop and animal production. According to one respondent,

some were involved in the consultation meetings for the designing of agricultural policies but most of those women are university professors and researchers who are not directly involved in food production and in situations where farmers are involved, they usually make use of the executive members who are very educated and reside in the cities....

Not involving small-scale farmers, who represent the majority of the farmers and who could suggest the best ways for policies to influence production and decisions in food production, may result in policy failure. This situation might partly explain why many agricultural policies fail in Nigeria. One sample expert said that,

in some cases, the involvement of women in policy design is usually in form of town hall meetings, engagement of the heads of women organizations and association, through workshops and conferences, while in other cases, the involvement comes in form of questionnaire administration and participation in group discussions....

Although the involvement of female university professors, researchers, and heads of organizations and associations indicates women’s inclusion in the process, most of these categories of participants are not directly involved in food production. Thus, despite being consulted and included, these women may not be able to influence the process as needed. Our scoring reflects these qualitative observations.

For citizens to provide their input into a policy process, a formal opportunity must exist for them to provide input, and they have to know how to do so. Figure 10 reports results from our expert survey, in which we asked respondents the extent to which citizens in general, women specifically, and women with lower income or social status or from marginalized groups have opportunities to provide input into agrifood policy formulation.

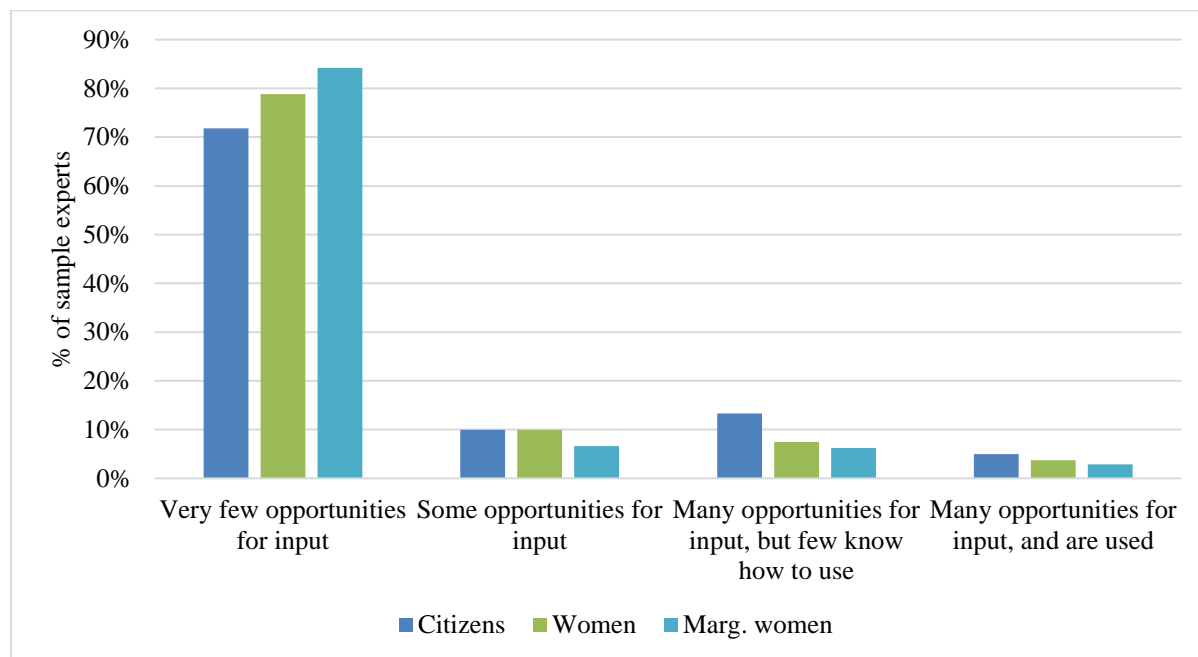


Figure 10. Opportunities for citizen input in agrifood policy formulation (% of sample experts)
 Source of raw data: IFPRI/APRNet expert survey (2023).

Over 70 percent of respondents stated that citizens overall have very few opportunities for input into agricultural or food policymaking in Nigeria; conversely, only 5 percent stated that citizens have many opportunities for input and know how to take advantage of them. Given the few opportunities that experts perceived for the input of ordinary citizens, it is not surprising that most experts perceived fewer opportunities for women to provide input (79 percent of experts) and even fewer opportunities for women with lower economic and social status (84 percent of experts). Only 3 percent of respondents perceived many opportunities for women with lower status to provide policy input, which these women also know how to use. In some countries, low inclusion of women’s voices in policy formulation may reflect a lack of access, specifically by women, to formal opportunities to share their ideas and input into policy formulation. In Nigeria, however, the primary gap is in providing *any* opportunities for ordinary citizens to provide input into agrifood policy formulation.

Based on the findings of this study, some institutionalized opportunities exist for citizen input in agricultural policy formulation, but most citizens do not know how to navigate the process in practice. Furthermore, from time to time, some government institutions like the Central Bank of Nigeria, Bank of Industry, and Bank of Agriculture call for stakeholder engagement to discuss emerging problems or challenges, with a view to developing new policies. Although relatively common, such calls are often skewed in terms of choice of stakeholders and the outputs. Some aberrations are observed. For example, food policy, such as

what percentage of the budget goes to agriculture, is most often formulated by the legislative arm of the government without any form of public hearing. In a few cases, however, surveys are carried out to gather the views of the public—including women in agriculture—before policy formulation. In a few cases, certain institutions conduct seminars and workshops to seek citizens' opinions.

Similarly, awareness of the roles individuals can play in policy development is also essential. The qualitative findings reveal that women have little understanding of policy formulation and process, thus they cannot make the necessary contributions. Sample experts made the following remarks on this topic:

Citizens do not know how to be involved in terms of policy formulation though the opportunity to be involved is available but level of awareness of this opportunity appears very low....

Policies formulation awareness by Nigeria women is not sufficient, as such their inputs become practically impossible even when there are needs for such....

Due to some issues revolving around resource allocation and management, policy issues are not fully engaging as it deprives and eliminates the principles of popular participation for robust policy engagement....

Cultural norms also prevent many Nigerian women from sharing their views. As one sample expert stated,

Women in some parts of Nigeria often hold back their views and opinion even when given the opportunity to express themselves. This is largely due to some factors such as cultural backgrounds, religious beliefs and constraints, low literacy level and lack of exposure among others....

Beyond perceptions of general opportunities for input, we also asked about women's input into the development of specific national agrifood policy plans and strategies. During the desk review of these seven policy plans and strategies, we looked for evidence either from the policy document itself or from media coverage surrounding the policy development of whether any consultative processes were undertaken during policy formulation with ordinary citizens and with women specifically. Finding that the policy documents did not include any details on the consultations, we asked in the expert survey if experts perceived that women had been consulted and included during formulation of each national policy plan and strategy that contained gender targets. Ninety percent of sample experts perceived strong consultation with women on the National Gender Policy; 57 and 66 percent of sample experts perceived that women were consulted on the National Climate Change Policy and National Food and Nutrition Policy, respectively (Figure 11). For the National Agricultural Technology and Innovation Policy, 43 percent of sample experts perceived that women were consulted during the policy design. Therefore, using the scale of 1–4, with 4 being "at goal," women's inputs into the climate change policy and nutrition policy both achieved scores of 3 (advancing) and women's inputs into the agricultural policy achieved a score of 2 (on the way).

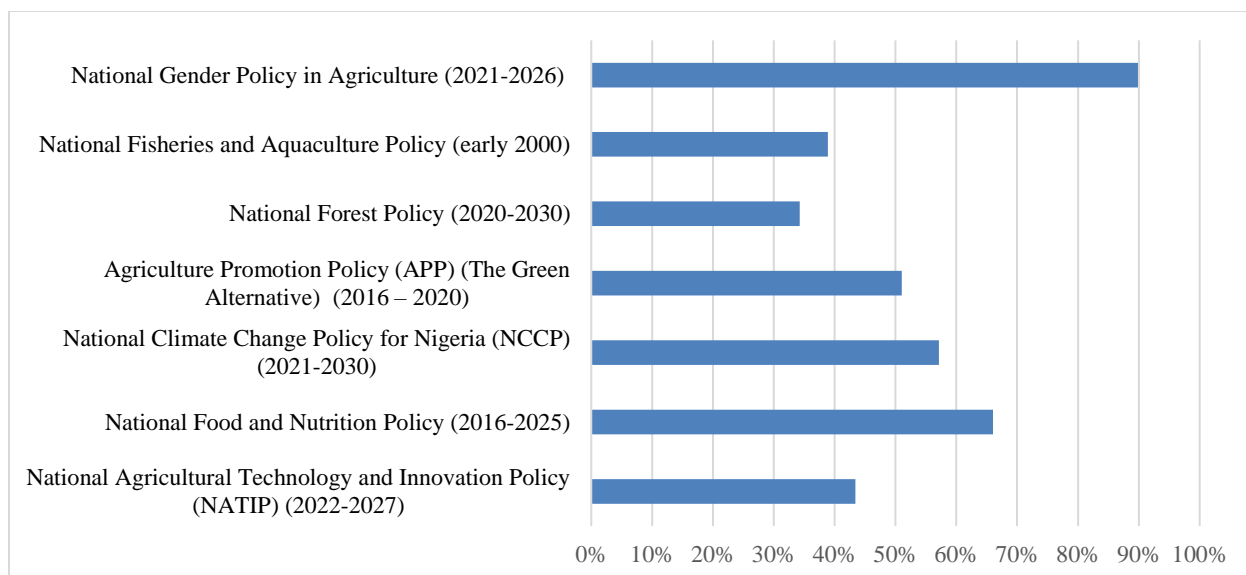


Figure 11. Expert perceptions of women’s inclusion in policy formulation (% of sample experts who perceive that women were consulted)

Source of raw data: IFPRI/APRNet expert survey (2023).

Statements from expert respondents support these findings, with some noting women’s involvement and consultation, and others noting that final policy documents may not incorporate women’s inputs—in some cases because of possible corruption. For example, one expert stated:

Women were consulted in the Nutrition and Food Policy Review 2016. The reason for this was the fact that the current Honourable Minister of Budget and National Planning wrote the foreword of the policy document. The preface of the policy document was also written by Nana Fatima Mede (Mrs), the current Permanent Secretary, Ministry of Budget and National Planning, Abuja....

In the words of another expert:

During town meetings for policy consultation, the women leaders are invited sometimes; meanwhile their inputs may not be utilized at the final stage....

This is an aspect of the policy process that may be difficult to examine in this study because ascertaining the incorporation of inputs from the consultations carried out may require in-depth interviews and further study. Experts observed a level of certainty for policies instituted by international NGOs like UNICEF, which usually consult women during the formulation of any policy on nutrition and child development. One expert stated:

UNICEF consulted mostly women in terms of nutrition and child development and during the articulation of the national policy on poverty alleviation in 2016. Women associations were approached by the Agricultural desk in National planning to gather information about credit, inputs such as fertilizer, and machinery among others....

Even when policymakers want citizens’ input, getting respondents for consultations may be difficult, especially among the less educated women who are likely the target of most agricultural policies. And, when experts gave examples of women being consulted, they often referred to a single woman leader within

a ministry, consultation in the final stage of policy design, or women not showing up to a town hall. As one expert noted,

the Ministry of Agriculture and World Bank do consult with women and other interest groups but at the stage of implementation it is always a failure....

Consultations may likely fail if the invited participants do not respond to the call for consultations and if efforts to reach out to women where they are in and ways that work for them are meek. Truly inclusive policy processes (1) develop educational material about policies in native languages and appropriate to the literacy levels of the population; (2) advertise opportunities for input widely; and (3) reach out for input across broad geographic areas and many channels. These are clear areas for improvement in Nigeria. As a result of these challenges, formulated policy may not meet the needs of the people, which could be why some policies fail. Hudson, Hunter, and Peckham (2019) submitted that policy failure results from ineffective planning and implementation strategies. It is very clear that consultation, gathering information from the end users of a policy, is crucial to policy design.

4.1.4 Policy Design Leadership

The first stage of the policy process involves many different actors from a variety of sectors with differing roles, interests, and authorities. Although CSOs, private sector entities, multilateral organizations, and academic experts may all play a role in advocating that specific issues rise to the policy agenda, members of parliament will determine whether new policies are adopted or not. Meanwhile, decisions about policy design may be delegated to the relevant ministries. Ministries and members of parliament also play essential roles in advocating for different issues and setting the policy agenda. Mapping influence and leadership within this first phase of the policy process is therefore messy, with many actors exerting influence on the agenda and the ultimate design of a national policy.

Within this constellation of organizations that play a role in shaping what is perceived as a policy problem, the set of potential solutions, and what is ultimately adopted, we wanted to understand specifically whether women have leadership roles. To determine whether women take on leadership roles in different entities involved in agrifood policy design, we used six measures, with scoring details in Figure 12 and the results for Nigeria summarized in Table 13.

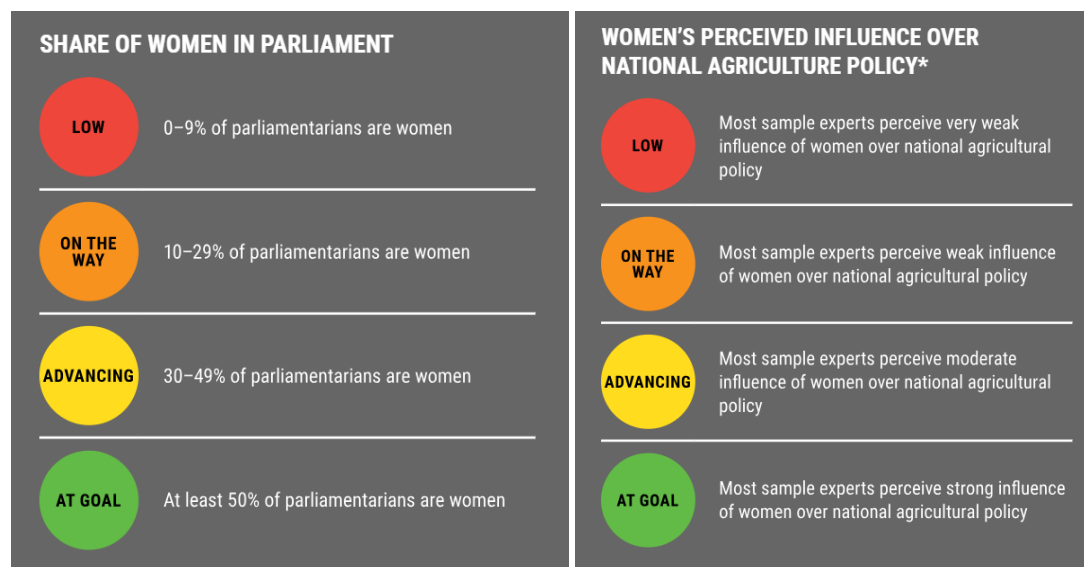


Figure 12. Scoring for women’s policy design leadership

Source: Kyle and Ragasa (2023). Note that scoring is consistent for all “share of women in leadership” measures; scoring for perceived influence measures is also consistent across agriculture, climate, and nutrition policies.

Table 13. Summary of Nigeria’s results for women’s policy design leadership

Indicator	Measurement	Score	Priorities for action
4. Women’s policy design leadership	Share of women in parliament	LOW	Provide women leadership and confidence building training; support women going into politics/parliament.
	Share of women in parliamentary agricultural committee	LOW	
	Share of women leaders in nongovernment sector involved in agrifood policy design ⁺	ADVANCING	Provide women leadership and confidence building training; get more women group leaders involved in policy deliberations; build capacity of citizens and women to provide inputs and influence policy design.
	Women leading and influencing deliberations on the national agriculture policy*	ON THE WAY	
	Women leading and influencing deliberations on the national climate policy*	ON THE WAY	
	Women leading and influencing deliberations on the national nutrition policy*	ON THE WAY	

Sources: Share of women in parliament and on agricultural committee scored by authors. ⁺ Source of raw data: IFPRI/APRNet organizational survey (2023). *Source of raw data: IFPRI/APRNet expert survey (2023).

Figure 13 shows the share of women’s seats in Nigeria’s parliament, compared to shares in other countries in Sub-Saharan Africa. In the March 2023 presidential election, women candidates won only 3.2 percent of seats in the National Assembly (lower and upper chambers), down from 4.4 percent in the previous assembly. The figure shows that Nigeria has made no progress in electing more women to parliament over the past 20 years, even while other countries in Sub-Saharan Africa saw the share of seats held by women in parliament grow over time.

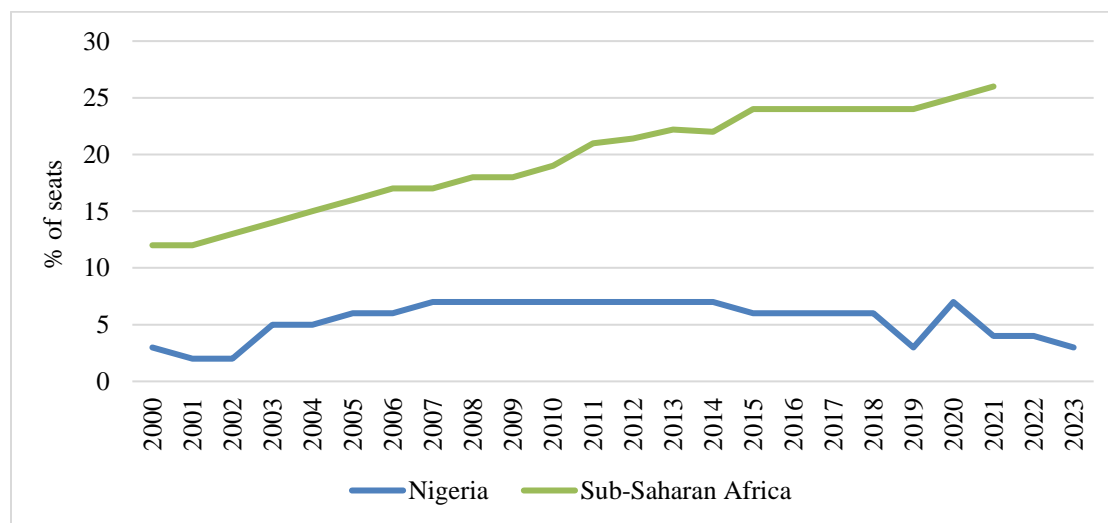


Figure 13. Share of women’s seats in parliament, 2000–2023

Source: IPU Parline Global Data on National Parliaments (2023)

The share of women in the upper chamber (senate) decreased in the new administration from 7.3 percent in 2022 to 2.8 percent in 2023 (Appendix 4). Women chair committees on Women Affairs and Social Development and on Women Affairs and Youth Development, but not the technical and sectoral committees (see Appendix 4, Table 2). The share of women on parliamentary agriculture committees has not changed: only three women held seats in the agriculture committees in 2019–2013 (3 percent women) and five women have seats as of the 2023 elections (3 percent women) (Appendix 4, Table A3).

Policy design not only occurs at the parliament level but also involves many different actors. In our survey of organizations involved in agrifood policymaking in Nigeria, we asked organizations about their involvement in policy design and about their leadership structure, which allowed us to span the public sector at the federal and state levels as well as civil society and the private sector. Among organizations involved in agrifood policy formulation in our sample, 27 percent are headed by women but with significant variations across the public and private sectors (Figure 14). Among public sector organizations involved in agrifood policy formulation, only 18 percent are led by women, whereas 41 percent of the private sector and CSOs are led by women. Findings from our expert survey suggest that women are involved and leading policy formulation processes.

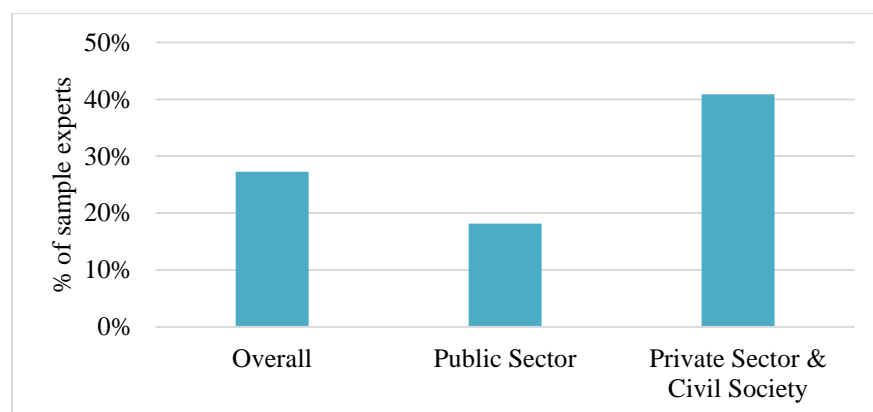


Figure 14. Organizations involved in agrifood policy formulation led by women (% of sample experts)

Source of raw data: IFPRI/APRNet organizational survey (2023).

Beyond policy debates and discussions, legislatures decide on whether specific policies are adopted and, often, budgetary outlays toward those policy areas. The share of seats in parliament held by women is thus the key metric used by many international organizations to assess women’s political empowerment globally—for example, progress toward the fifth Sustainable Development Goal on gender equality. As discussed in Section 3 of this paper, Nigeria falls far behind both the target of having 50 percent of seats held by women and the mean within Sub-Saharan Africa.

Despite the significant gender gap in parliament, there are more women in leadership positions across other organizations involved in agrifood policymaking. This suggests that there is a broader pool of women leaders in the policymaking space exerting voice in the process—even if not through the legislature—and that there is potential to grow women’s share of leadership positions over time. It would be far more concerning, for example, if women’s leadership was uniformly low across all of these types of organizations. This further illustrates why looking across *all* of the different organizations and actors in the policymaking space is essential for getting a full view of women’s empowerment in the policy process and why looking only at the share of seats in parliament may mask variation across sectors.

Finally, for each national agrifood plan and policy in our desk review, we asked experts for their perceptions about whether women were leading and influencing deliberations and development of the policy. The National Gender Policy document states that 75 percent of the review team consisted of women; none of the other policies included any detail on the drafting or review team. Sixty-seven percent of sample experts perceived that women influenced the development of the National Gender Policy, whereas only 7–32 percent of the sample experts perceived that the other policies were influenced by women (Figure 15). In addition to these specific policies, we also asked experts if they knew of any women—from government, civil society, or academia—who played a leading role on any policy initiatives related to the highest-priority agrifood policy issue. Overall, 32 percent of respondents said that they saw women leading on this issue. Meanwhile, a large share of respondents (54 percent) replied that they were not sure whether women were leading on this issue. Overall, we noted some influence by women on agrifood policy design but much room for improvement.

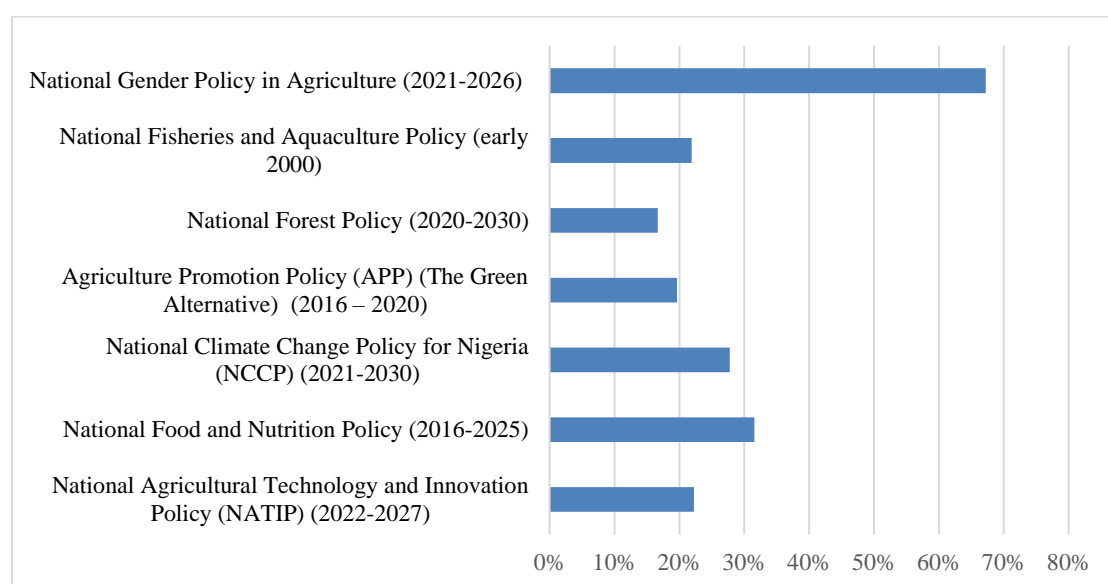


Figure 15. Women’s influence in development of national policy plans and strategies (% of sample experts)

Source of raw data: IFPRI/APRNet expert survey (2023).

4.2 Policy Implementation

The second stage of the policy cycle focuses on how policies are implemented in practice, after policy solutions have been formulated, designed, and adopted. It includes everything from budgetary outlays to organizational strategies for the delivery of services. Even if countries design and adopt policies that could in theory promote growth and development of the agrifood system, any policy is really only as successful as its implementation. If budgetary outlays are inadequate or delayed, policies that have been formally signed and adopted will not meet their intended targets. Meanwhile, budgetary systems supported by tools and processes that allow budgets to respond to diverse needs and experiences of different populations can help to ensure that a policy can achieve equitable outcomes.

In addition to ensuring adequate levels and responsiveness of budgetary outlays, the capacity of the public sector is necessary for translating policy decisions into the provision of goods and services (Andrews, Pritchett, and Woolcock 2017; World Bank 2017). When policy implementation is delegated to state or local governments, local governments also need sufficient resources to successfully deliver policies, and access to services will vary according to the capabilities of local governments (Kyle and Resnick 2019). In

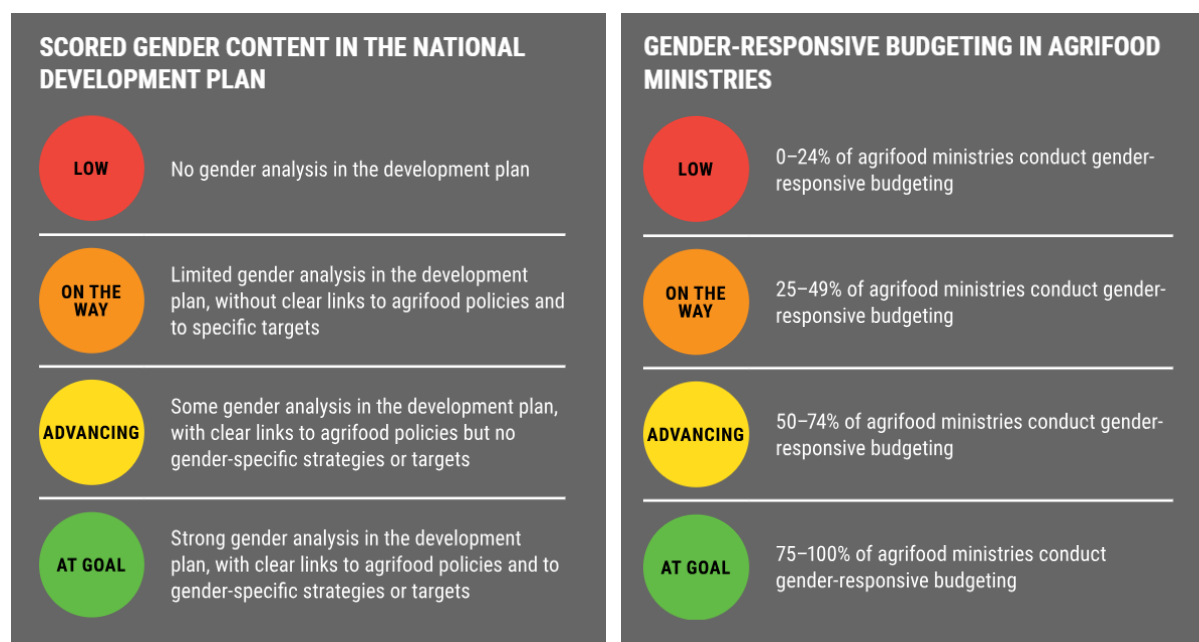
some cases, policy implementation is outsourced to CSOs or private sector actors, and decisions by these actors to deviate from the intentions of policymakers can result in significant practical disparities in policy implementation across a single country. Whereas the first stage of the policy process defines what social and economic problems rise to public debate and how they are addressed through policymaking, this stage determines how the public experiences the policy in practice.

This second segment of WEAGov covers three indicators that address each of the dimensions of women’s empowerment in policy implementation:

- **Gender-responsive budgeting** is achieved when agrifood agencies allocate budget equitably, addressing the different needs of men and women.
- **Gender-inclusive staffing** is achieved when female staff are represented in agrifood policy implementing agencies and gender-inclusive staffing policies are in place to support hiring and retaining female staff.
- **Women’s policy implementation leadership** is achieved when women hold leadership roles in agrifood policy implementation.

4.2.1 Gender-responsive Budgeting

Gender-responsive budgeting is a policy approach that seeks to address gender inequalities through budgetary decisions. It recognizes that government budgets are not gender neutral, as they necessarily have different effects on men and women because of their different social and economic circumstances. Gender-responsive budgeting is not about ensuring that government budgets are split evenly across men and women, but is rather a way of auditing fiscal governance to assess whether the differing needs of men and women are being addressed. By creating transparency about how budgetary outlays affect different groups, gender-responsive budgeting can be a key tool for advocacy, accountability, and participation as well as for helping governments to identify when policy reform may be needed to meet their objectives (Budlender and Hewitt 2003). We used the following six measurements for this indicator, with details on measurement and scoring provided in Figure 16 and Table 14:



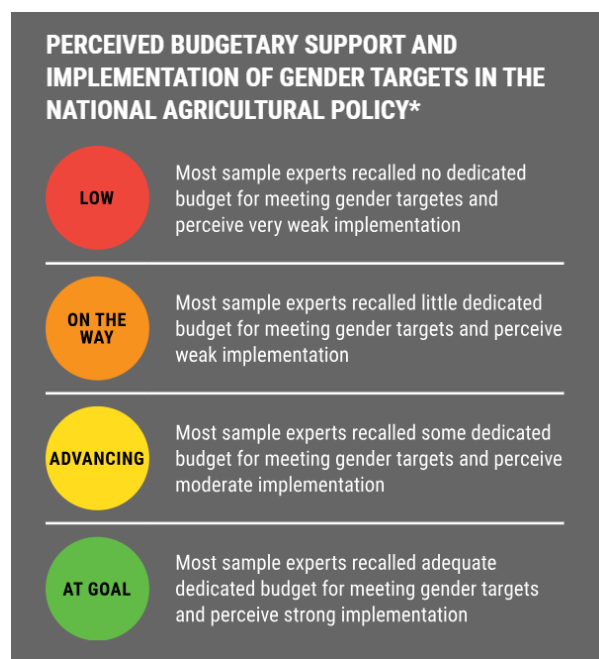


Figure 16. Scoring metrics for gender-responsive budgeting

Source: Kyle and Ragasa (2023). Note that scoring for perceived budgetary support for climate, nutrition, and the national gender policy on agriculture is the same as for perceived support for the national agriculture policy.

*Indicates that this measurement is collected from the expert survey.

Table 15. Summary of Nigeria’s scores for gender-responsive budgeting

Indicator	Measurement	Nigeria	Priorities for action
5. Gender-responsive budgeting	Gender targets and budget are specified in the National Development Plan		Pay more attention to gender-specific goals and targets and budgeted allocations in agrifood systems in the National Development Plan. Pass legislation for ministries to have gender-responsive budgeting; capacity building on gender-responsive budgeting. Improve implementation of policies; more funding; more awareness and stakeholder review on policy implementation.
	Gender-responsive budgeting in agrifood ministries+		
	Perceived budgetary support and implementation of gender targets in the national agricultural policy*		
	Perceived budgetary support and implementation of gender targets in the national climate change policy*		
	Perceived budgetary support and implementation of gender targets in the national nutrition policy*		
	Perceived budgetary support and implementation of gender targets in the national gender policy in agriculture*		

Sources: Gender content in National Development Plan scored by authors. + Source of raw data: IFPRI/APRNet organizational survey (2023). *Source of raw data: IFPRI/APRNet expert survey (2023).

Gender-responsive budgeting in Nigerian agrifood policymaking is very weak across all six measures. The first and most basic way of thinking about whether budgeting is gender-responsive in a country is whether the country’s ministry of finance sets aside dedicated budget lines for gender programming, and whether

gender targets set within national development plans have corresponding funding lines. We heard this feedback very clearly from participants in the technical workshop in Nigeria: without budgetary support at the level of the ministries of budget and finance, a national gender policy is just a plan. Key for WEAGov is whether the National Development Plan analyzes needs by gender *and* links specifically to agrifood policies.

In Nigeria, the National Development Plan does contain discussion of gender throughout several policy areas, including the Economic Sustainability Plan and the Response to the Impact of Covid-19. It also has some gender-related targets and goals, including improvement in Nigeria’s Global Gender Gap Index ranking from 128¹³ to 100 and reduction in the incidence of reported gender-based violence from 17.4 percent to less than 10 percent. Although commendable, these goals do not provide a clear pathway to budgetary support and, for our purposes, are not clearly linked to women’s empowerment in the agrifood system. The score for this measurement is 2 (on the way).

We also asked experts in our survey whether the government can allocate sufficient resources toward women’s empowerment in Nigeria. Not surprisingly, given the weak management systems for gender-responsive budgeting, 84 percent of experts in agrifood policymaking responded that budgetary allocation toward women’s empowerment in Nigeria is “weak” or “very weak.” In fact, a 2022 report by Nigerian NGO the development Research and Projects Centre (dRPC) found that only 0.60 percent of the Nigerian federal budget was allocated to women’s economic empowerment.¹⁴ This result aligns with the findings of Adeyeye and Akinbami (2010), who reported that Nigeria’s current system of budgeting at the federal level continued to create gender disparity, thereby conscripting economic space for women and consequently putting them at a disadvantage in every sector of economic and productive life.

When we asked for details on gender-responsive budgeting in specific agrifood ministries in our organization survey, the responses were similar. Table 14 reports, for each of the key federal ministries involved in agrifood policymaking in Nigeria, descriptions by respondents of any gender-related budgeting exercises within their agencies. Across the board, none of the exercises involved calculating the share of budget dedicated to issues relevant to women and girls. At most, budgetary exercises may involve review by a gender office within a ministry, as in the Federal Ministry of Agricultural and Rural Development and the Federal Ministry of Agriculture and Natural Resources. This is a key area of potential improvement in the Nigerian agrifood policymaking environment.

Table 14. Gender-responsive budgeting in federal agrifood ministries

Agrifood ministries*	Details on gender-related budgeting exercises
Federal Ministry of Agriculture and Rural Development	Specific budget is directed to the Gender Unit, which carries out programs related to gender; however, respondents noted that the overall budget allocation is low, with one noting it is less than “0.0001%.”
Federal Ministry of Environment	There is budget allocated to gender-related training.
Federal Ministry of Water Resources	None.
Federal Ministry of Agriculture and Natural Resources	A gender office helps in budget preparation but does not conduct any specific gender-related budget calculations.

Source: IFPRI/APRNet organization survey 2023. *The names may refer to the old names of the ministries because sample experts provided retrospective information.

¹³ Nigeria ranked 123rd in the 2022 Global Gender Gap Index, and 128th in the 2020 Global Gender Gap Index, during the writing of the National Development Plan (2021-2025).

¹⁴<https://www.premiumtimesng.com/news/top-news/515882-less-than-1-of-nigerias-2022-budget-allocated-to-womens-economic-empowerment-report.html?tztc=1>

Among CSOs involved in policy implementation, the majority also did not have gender-responsive budgeting systems in place. However, a handful did identify specific targets for budgetary allocations for women and girls, with one earmarking 40 percent of its budget for women and girls in agricultural projects, another earmarking 60 percent, and yet another devoted exclusively to programming for women and girls. One CSO had a system in place to devote 7 percent of its overall budget for “gender mainstreaming activities.” With the ability to focus on specific projects, activities, and populations, CSOs have greater freedom to specialize their budgets in ways the public sector, which serves all, cannot. Nonetheless, there could be learning between civil society and the public sector, as well as within civil society, on how to conduct gender-responsive budgeting exercises given that some Nigerian agrifood organizations have already made headway in this area. The Ministry of Budget and Economic Planning and ActionAid also confirm that they have been carrying out several training and mentoring activities to help MDAs with gender-responsive budgeting; these activities need to be scaled and lessons on what strategies work and do not work need should be shared to improve the effectiveness of training and mentoring programs and get gender targets actually funded.

Finally, WEAGov also assesses perceived budgetary support for each of the four key national policies tracked: agriculture, climate, nutrition, and gender. Sample experts perceived very weak implementation and budgetary support for gender targets for the national agriculture and climate policies. Nutrition and the gender policy in agriculture fared slightly better, with experts perceiving slightly higher, though still inadequate, budgetary and implementation support for gender targets.

4.2.2 Gender-inclusive Staffing

When determining if women are included in policy implementation, we look for evidence that women have the opportunity to participate in the process of policy implementation. That is, women are represented among the ministry and frontline staff implementing agrifood system policies, gender policies, and strategies in these organizations, and policy implementing agencies make efforts to hire women. Gender-inclusive staffing is achieved when female staff are represented in agrifood policy implementing agencies and gender-inclusive staffing policies are in place to support hiring and retaining female staff. We used two objective measurements for this indicator—share of nonmanagerial staff in agrifood policy implementing agencies and gender-sensitive strategies among agrifood policy implementing agencies—and one perception measure—efforts to hire women in agrifood policy implementing agencies. Figure 17 and Table 15 provide detailed information on scoring methodology and scores for Nigeria.

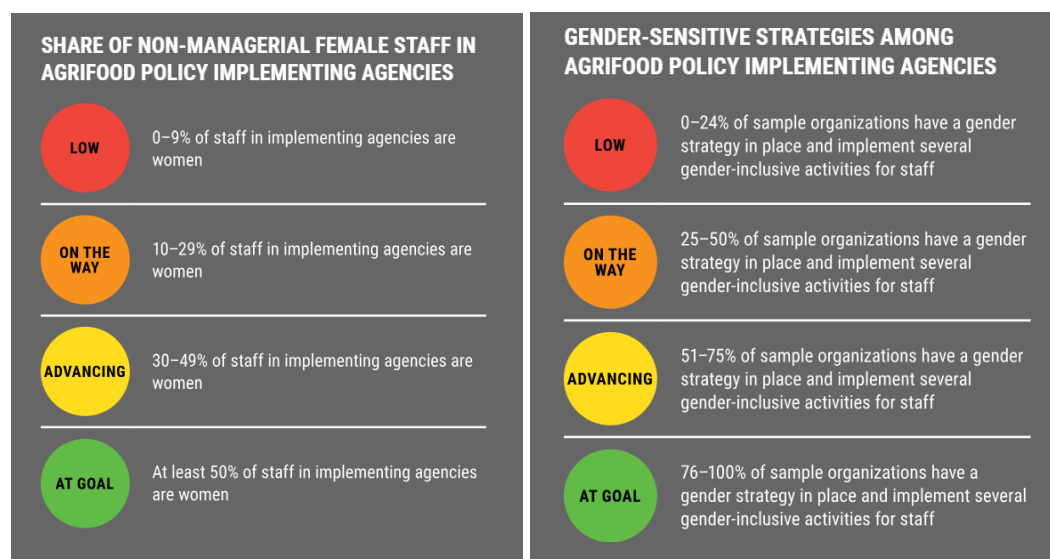




Figure 17. Scoring metrics for gender-sensitive staffing

Source: Kyle and Ragasa (2023). *Indicates that this measurement is collected from the expert survey.

Table 15. Summary of Nigeria’s scores for gender-sensitive staffing

Indicator	Measurement	Nigeria	Priorities for action
6. Gender-inclusive staffing	Share of female staff in agrifood policy implementing agencies ⁺		
	Gender-sensitive staffing policies among agrifood policy implementing agencies ⁺		Encourage organizations to have gender strategies and implement gender-sensitive staffing policies.
	Efforts to hire women in agrifood policy implementing agencies*		Implement affirmative action and gender quotas to ensure more opportunities for hiring women in agrifood policy implementing agencies; encourage more women to enter into agrifood sector and build the capacity; start encouragement in elementary and high school.

Sources: Gender content in National Development Plan scored by authors. ⁺ Source of raw data: IFPRI/APRNet organizational survey (2023). *Source of raw data: IFPRI/APRNet expert survey (2023).

We asked organizations involved in agrifood policymaking in Nigeria to report the share of their staff who are women. Across both the public and private sectors, organizations reported that about 43 percent of their staff in nonmanagement positions are women, but this share is higher in the private sector and in CSOs than in the public sector (36 percent vs. 48 percent)—Figure 18. It is difficult to say, however, what this representation looks like in terms of the frontline staff who deliver agrifood policies to citizens: there may be a disconnect between representation in federal and state ministries compared to among agricultural extension staff, for example, who are often male. Nonetheless, these shares are relatively high and meaningful, particularly in comparison to weaker representation in parliament, for example.

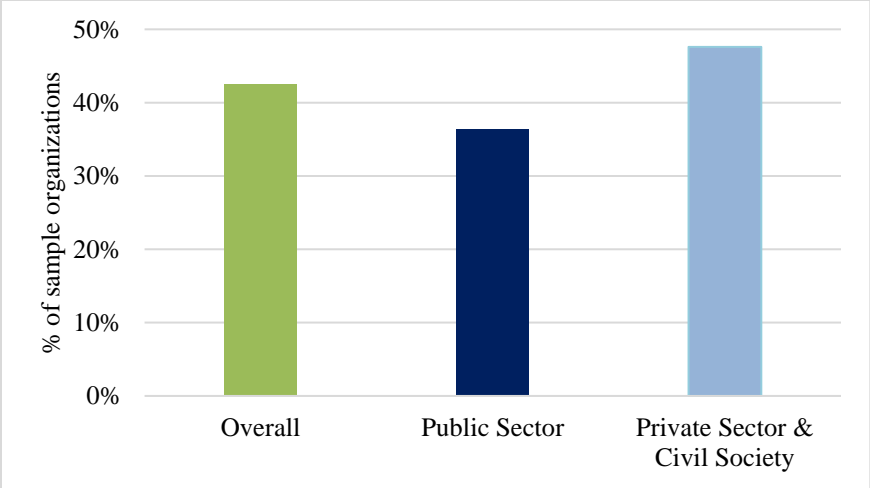


Figure 18. Share of female staff in nonmanagement positions in agrifood policymaking (average across 141 sample organizations)

Source of raw data: IFPRI/APRNet organization survey (2023).

Another indicator of women’s consideration in policy implementation is the existence of gender-specific activities within the organizations responsible for policymaking. In our organization survey, we asked if organizations involved in agrifood policy implementation had gender policies and other gender-inclusive strategies; 43 percent have an organization-level gender policy. Maternity leave is the most commonly reported gender policy (88 percent of sample organizations), and gender-sensitization trainings for all staff are also quite common (63 percent of sample organizations). Figure 19 shows other gender-inclusive strategies and activities reported by 19–43 percent of sample organizations. Having such gender-sensitive staffing policies may be essential for recruiting and retaining female staff.

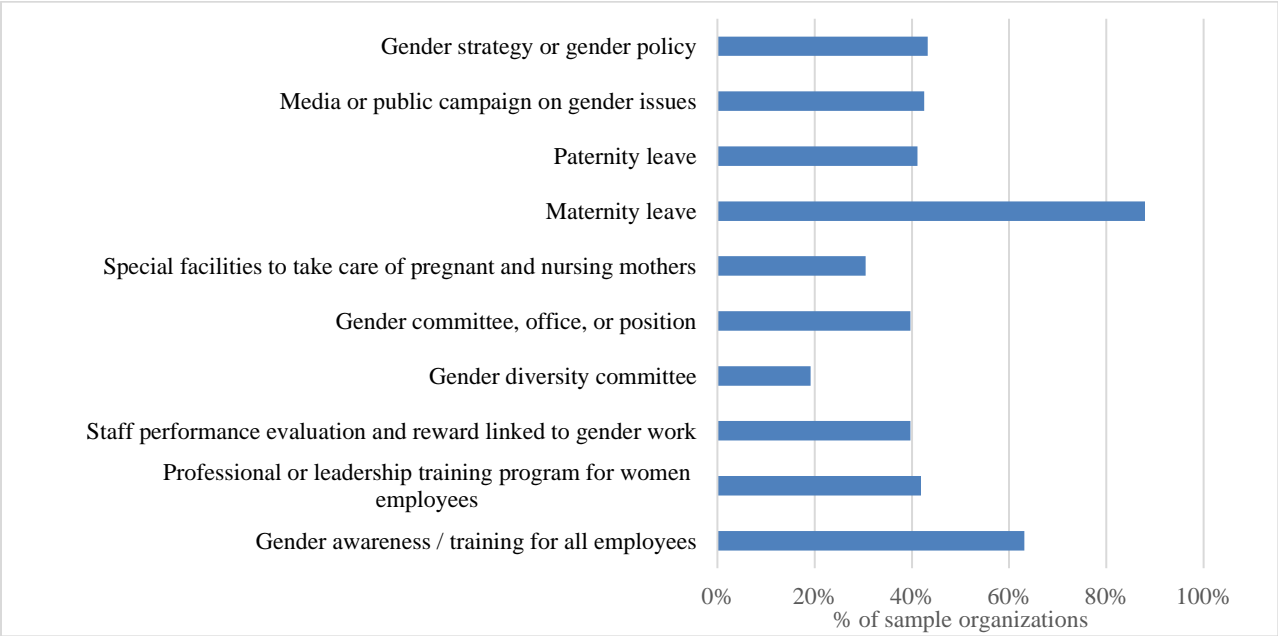


Figure 19. Gender strategies in agrifood organizations (% of sample organizations)

Source: IFPRI/APRNet organization survey (2023)

Holding positions within entities involved in policy implementation reflects a combination of contemporary policies that facilitate women’s inclusion in ministries and other organizations but also legacies of

potentially less inclusive policies. It can take decades to fundamentally alter the composition of a workforce. New entrants need to seek the appropriate degrees, receive training, and then be hired by the relevant entities. To get at the more contemporary aspect of women’s inclusion, we asked agrifood policy experts about opportunities for women to pursue career opportunities within agrifood ministries.

Understanding whether women have meaningful opportunities within agrifood policymaking first entails understanding whether these opportunities exist in general and appointments are based on knowledge, education, and skill. Overall, very few experts perceived appointment to civil service positions in Nigeria to be merit-based: only 17 percent of our sample experts said that at least half of civil service appointments within agrifood policymaking are based on merit. This situation automatically limits opportunities for women to break into these career paths; even if they attain the necessary educational background, knowledge, and skills, they have little chance of beginning a career path.

We also asked experts if women specifically have access and opportunity to be hired into bureaucratic positions. Ninety-six percent of the sample said that women have either almost no or only a few opportunities to be hired (Figure 20). Many respondents cited gender norms, cultural beliefs, discrimination, and bias as factors limiting women’s opportunities; many others, however, cited more general problems with lack of merit in civil service hiring. Many agrifood experts expressed dismay about this gap, stating that “women are good at decision-making” and “have great impact on the economy.”

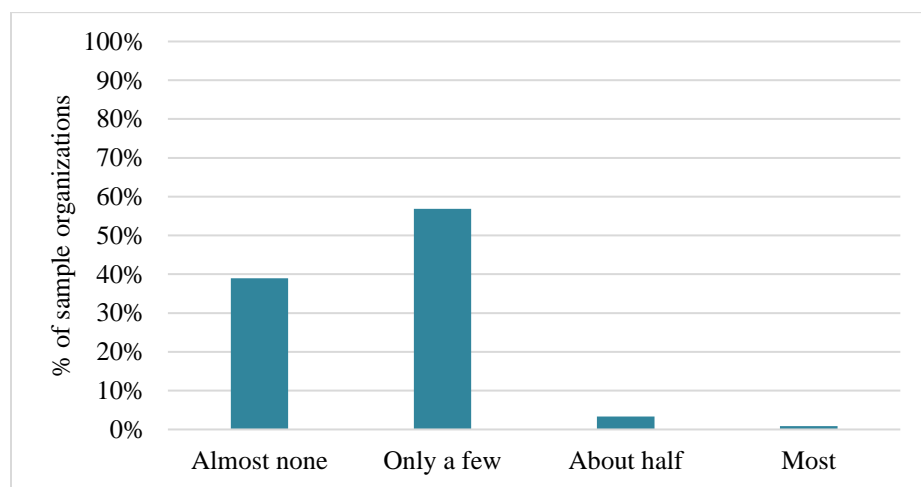


Figure 20. Opportunities for career paths for women in agrifood policymaking (average across 141 sample organizations)

Source of raw data: IFPRI/APRNet organization survey (2023).

4.2.3 Women’s Policy Implementation Leadership

When looking at whether women have influence in policy implementation, we look for evidence that women have leadership roles in the policy implementation process and are perceived as key influencers of agrifood policy implementation. We used three objective measurements for women’s leadership on agrifood policy implementation: share of female agrifood ministers and permanent secretaries, share of female managerial staff in agrifood policy implementing agencies, and gender quota for leadership positions in agrifood policy implementing agencies. Figure 21 and Table 16 show details on scoring metrics and scores for Nigeria.

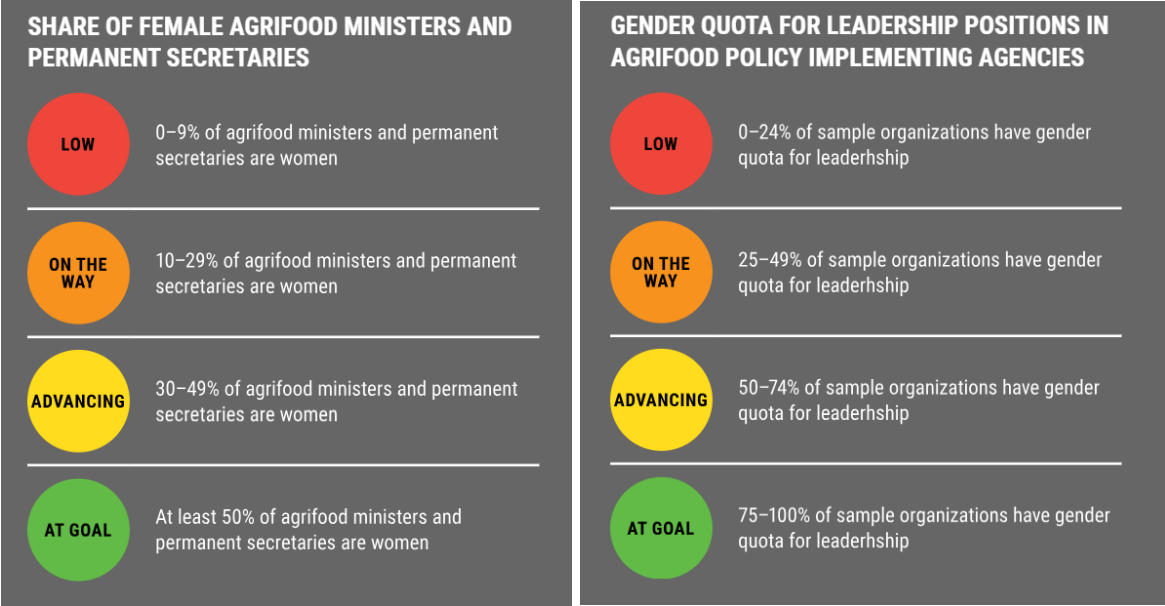


Figure 21. Scoring metrics for women’s policy implementation leadership
 Source: Kyle and Ragasa (2023). Note that scoring for women in leadership is the same across measures.

Table 16. Summary of Nigeria’s scores for women’s policy implementation leadership

Indicator	Measurement	Nigeria	Priorities for action
7. Women’s policy implementation leadership	Share of female agrifood ministers, state ministers, and permanent secretaries		Support more women leaders and managers to hold highest positions in agrifood agencies.
	Share of female in managerial positions in agrifood policy implementing agencies		
	Gender quota for leadership in agrifood policy implementing agencies		Implement gender quotas in leadership in more agrifood agencies; provide women with leadership training.

Sources: All measures collected by authors.

A simple first metric is the number of female ministers, permanent secretaries, and state ministers of relevant agrifood ministries. The list in Appendix 5 of ministers and state ministries in 2023 shows women’s involvement in Nigeria’s governance at the ministerial levels—but not in the core agrifood-related ministries. Out of the 45 ministers/ministers of state appointed by the current regime (All People Congress, or APC) headed by President Bola A. Tinubu, only 7 are women. No women, however, have been appointed as ministers or state ministers in any of the five core agrifood sectors or ministries (Ministry for Agriculture and Food Security, Ministry of Environment, Ministry of Marine and Blue Economy, Ministry of Health, and Ministry of Water Resources). Nevertheless, 4 of the 11 female ministers are at least indirectly related to the agrifood system: the Minister of State, Labour and Employment; Minister of Industry, Trade and Investment; Minister of Humanitarian Affairs and Poverty Alleviation; and the Minister of Women Affairs. At the time of this study, there were no female permanent secretaries in key agrifood ministries.

Although federal ministries are key actors in policy implementation and women’s representation among the appointed leadership of these organizations is troublingly low, Nigeria’s federal system means that much policymaking falls under the authority of the states. Further, implementation of specific projects can be delegated to NGOs or private sector entities. We asked organizations involved in agrifood policy implementation spanning these sectors to report the share of their staff in management positions who are women. Across both the public and private sectors, organizations responded that about 39 percent of such staff are women, which is in line with the gender policy requirement of having a third of management and decision-making positions held by women but falls short of achieving gender equality. As shown in Figure 22, the rates of women in management are almost the same in the public sector and in the private sector and civil society.

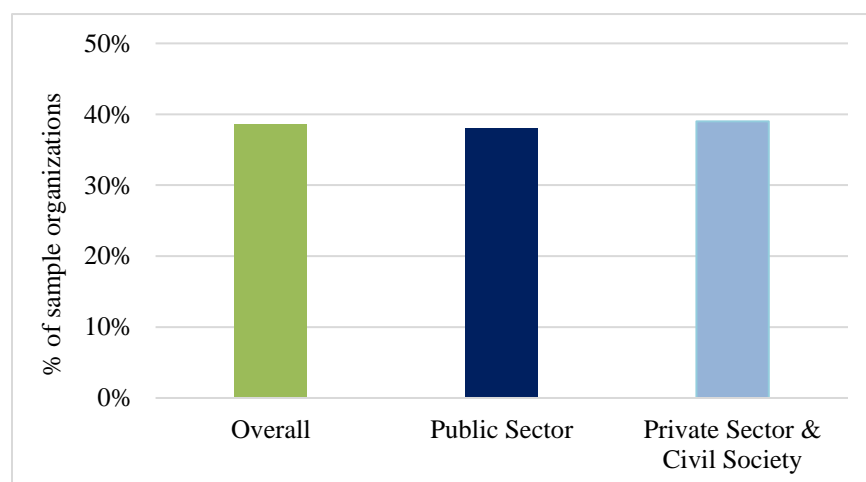


Figure 22. Share of women in management positions in agrifood policymaking (average across 141 sample organizations)

Source of raw data: IFPRI/APRNet organization survey (2023).

Only 35 percent of sample organizations involved in policy implementation reported having a gender quota for leadership or managerial positions. Despite the relatively high share of women in management positions, overall, women are absent in the highest leadership positions in agrifood policy implementation agencies. The five key agrifood-related ministries have no female ministers, state ministers, or permanent secretaries.

4.3 Policy Evaluation

Ideally, policies emerge in order to solve critical social and economic problems. The evaluation stage of the policy cycle involves a critical assessment of whether the policies as designed and implemented are meeting the intended targets and outcomes. Gaps between intended and actual outcomes then ideally launch policy reform processes. Policy evaluation takes place not only at the end of a policy cycle but also as a regular and embedded part of the policy process from the beginning. It can be conducted by a wide range of actors and entities, including implementing ministries themselves, legislative bodies designed to monitor agencies and to hold them accountable to elected officials, academics and think tanks, and the wider public and media. Evaluation is a critical component of evidence-based policymaking, bringing policy successes and failures to light and spurring policy learning.

In practice, there are at least four ways to review, monitor, and evaluate a policy:

- Within government, ministries can conduct internal review processes to determine whether or not policies are achieving their intended goals,

- Within the government, ministries can form committees, either internally or with other ministries, to review policies for their effectiveness.
- Outside of the government, policy research and evaluation organizations can assess the effectiveness of agrifood policies.
- At the local level, scorecard or other local-level evaluation systems can be conducted for agrifood indicators.

Policy review, monitoring, and evaluation are as critical to women’s empowerment in the policy process as design and implementation. Even if a policy is designed specifically to address women’s needs and priorities and is implemented in a gender-responsive manner, policies may not work as intended or may not work the same in all geographic areas, especially in a country as large and diverse as Nigeria. Refinement, iteration, and reform in response to evidence are essential for getting policies right over time, and evaluation systems must be in place to track outcomes for men and women to allow for this kind of adjustment.

This third segment of WEAGov covers four indicators that address each of the dimensions of women’s empowerment in the policy evaluation:

- **Gender-disaggregated data** are collected and available for policymakers to be able to assess how policies are working for women and to take corrective action if needed.
- **Gender audits** are effectively conducted and agrifood policy implementing agencies review their gender policies and strategies periodically and take corrective actions if needed.
- **Women’s feedback on policy** is achieved when women have opportunities to provide feedback on how policies are being implemented and their impacts, know about those opportunities, and are able to use them.
- **Women’s policy evaluation leadership** is achieved when women have leadership roles in evaluation and in advocacy for evidence-based agrifood policy reform.

4.3.1 Gender-disaggregated Data

Gender-disaggregated data and information must be available for policymakers so they can assess how agrifood policies are working for women and take evidence-based corrective actions if needed. Ideally, these data will be tracked over time and made available to the public. In our organization survey, we asked entities involved in agrifood policymaking in Nigeria if their organization produces or uses any gender-disaggregated data on agrifood indicators. Among all of the entities sampled in our organization survey, only 16 percent reported either producing or using any gender-disaggregated data on agrifood indicators. This share is quite low, and collecting, publishing, and widely disseminating gender-disaggregated agrifood data are important areas for improving women’s empowerment in agrifood policymaking in Nigeria. We used two objective measurements for this indicator: scored availability of gender-disaggregated national agrifood statistics and scored gender-disaggregated data included in agrifood performance public reporting. Figure 23 and Table 17 provide detailed information on scoring metrics and scores for Nigeria.

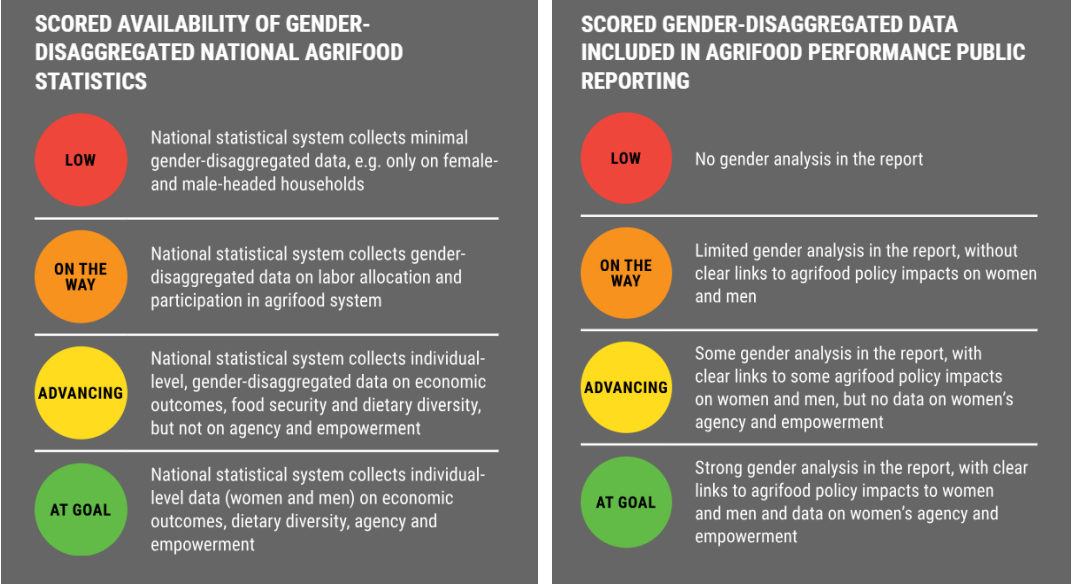


Figure 23. Scoring metrics for gender-disaggregated data

Source: Kyle and Ragasa (2023).

Table 17. Summary of Nigeria’s scores for gender-disaggregated data

Indicator	Measurement	Nigeria	Priorities for action
8. Gender-disaggregated data	Scored availability of gender-disaggregated national agrifood statistics		Collect individual-level data on economic outcomes, agency, and empowerment; build capacity for collecting these data.
	Scored gender-disaggregated data included in agrifood performance public reporting		Conduct more evaluation and research on the gender implications of agrifood policies; include gender analysis and gender impacts of agrifood policies in public reporting on agrifood performance.

Sources: Measures scored by authors.

To assess the availability of gender-disaggregated data, we looked at various surveys and datasets regularly collected by the National Bureau of Statistics and units at the Federal Ministry of Agriculture and Rural Development. The National Bureau of Statistics collects data and publishes an annual Social Statistics Report and Statistical Report on Women and Men in Nigeria, but it has nothing on women in agrifood system. Nigeria has regular updates to the General Household Survey or the Living Standard Measurement Survey – Integrated Survey on Agriculture. Datasets include demographics of female members in the household and gender of plot owners and managers. The national statistical system collects individual-level, gender-disaggregated data on economic outcomes, food security, and dietary diversity, but not on agency and empowerment. The National Agricultural Extension Research and Liaison Services of the Federal Ministry of Agriculture and Rural Development conduct annual agricultural performance surveys, but these surveys do not include anything on women or gender.¹⁵ The score for this measurement is 2 (on the way).

We reviewed two flagship reports on agrifood performance: the annual Agricultural Performance Survey Report and the Joint Sector Review (2018) of the Ministry of Agriculture and Rural Development. The Agricultural Performance Survey Reports have no gender analysis or gender-disaggregated data. The Joint

¹⁵ <https://naerls.gov.ng/reports/>.

Sector Review mentions women’s empowerment but has no details, data, or strategy. The score for this measurement is 1 (low).

4.2.3 Gender Audits

To the extent that national agrifood plans and strategies set specific gender targets, these targets must be monitored and tracked over time to assess whether policies are achieving their goals. Organizations also review their gender strategies and targets. Gender audits are effectively conducted when agrifood policy implementing agencies review their gender policies and strategies periodically and take corrective actions if needed. We used the following five measurements for this indicator (with detailed information on scoring metrics and scores for Nigeria in Figure 24 and Table 18):

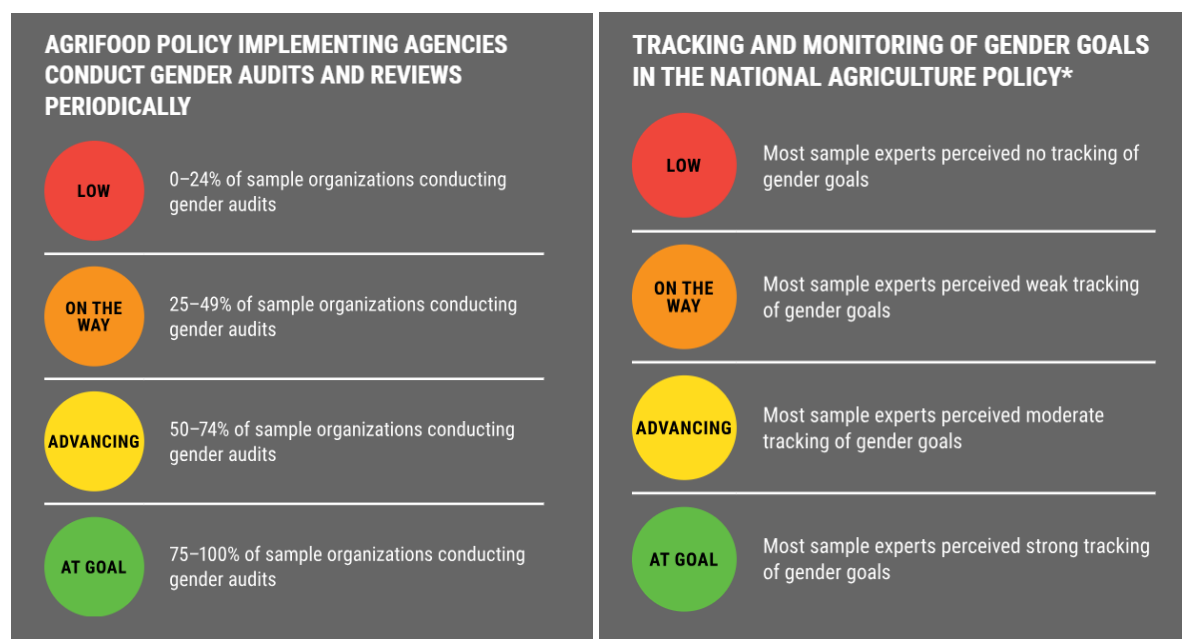


Figure 24. Scoring metrics for gender audits

Source: Kyle and Ragasa (2023). Note that scoring for tracking and monitoring of gender goals across agriculture, climate, and nutrition policies are the same. *Indicates that this measurement is collected from the expert survey.

Table 18. Summary of Nigeria’s scores for gender audits

Indicator	Measurement	Nigeria	Priorities for action
9. Gender audit	Agrifood policy implementing agencies conducting gender audits ⁺		Encourage organizations to conduct gender audits; build capacity for conducting gender audits; track gender policy implementation capacity building for collecting these data. Track policy implementation; conduct policy review; collect individual-level data; build capacity for collecting these data.
	Tracking and monitoring of gender goals in the national agriculture policy*		
	Tracking and monitoring of gender goals in the national climate policy*		
	Tracking and monitoring of gender goals in the national nutrition policy*		
	Tracking and monitoring of the national gender policy in agriculture*		

Sources: + Source of raw data: IFPRI/APRNet organizational survey (2023). *Source of raw data: IFPRI/APRNet expert survey (2023).

We asked sample organizations if they conducted regular gender audits, and only 16 percent of them reported doing so. Understanding whether gender targets are being monitored is really a two-step question: first, whether the government collects data on key agrifood policy outcomes and, second, whether it does so specifically for women. Figure 25 reports the results from the expert survey on the robustness of current efforts to track and monitor key agrifood policy outcomes both overall and for women specifically. Consistent with reports from the organization survey that few entities collect, disseminate, and use gender-disaggregated data, a plurality of experts viewed current efforts as “not robust.” Although 20 percent of experts did view current efforts as robust, only 9 percent of the sample viewed efforts to track gender-specific targets as robust. When asked about specific policies, sample experts gave a score of 1 (low) because of weak tracking of gender goals and policy targets overall.

This finding of weak monitoring and evaluation or feedback mechanism in the Nigerian agriculture sector for all policies is consistent with the observations in the Agriculture Promotion Policy (2016–2020) and the Joint Sector Review (2016), which stated, “Data collection and evidence-based reporting remains weak, hence tracking results / M&E [monitoring and evaluation] continues to be a challenge.”

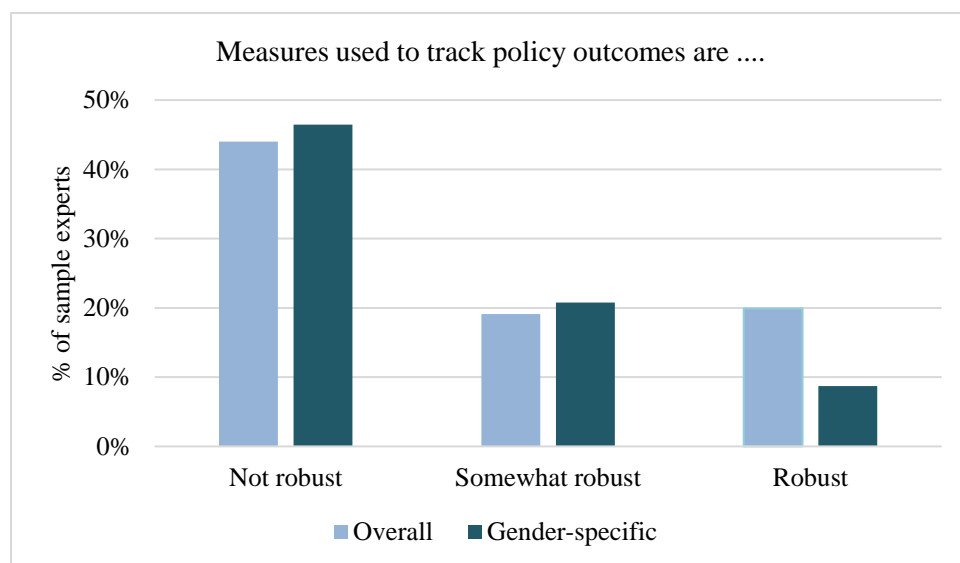


Figure 25. Expert assessment of government efforts to track agrifood policy outcomes (% of sample experts)

Source of raw data: IFPRI/APRNet expert survey (2023).

4.3.3 Women’s Feedback

Another critical way that governments learn about policy implementation is through direct feedback from citizens. Responsiveness to citizens is a foundation of governments’ mandate to serve; ideally, when citizens provide feedback to governments about policy implementation, governments listen and incorporate this information into their decision-making. Public policies affect citizens, and citizens are the experts in what works best for them. Thus, ensuring that diverse voices are included in the feedback process—including the voices of women—is critical to ensuring that those voices are included in policy evaluation. Citizen feedback loops can break down in many ways, however, and can be difficult to sustain. Even when citizens have opportunities to provide feedback on policy implementation, they may not take advantage of these opportunities if they do not believe that government will be responsive (Grossman, Humphreys, and

Sacramone-Lutz 2020). An indicator of women’s empowerment is that they have opportunities to provide feedback on how policies are being implemented and their impacts, know about those opportunities, and are able to use them. We used one objective measurement for this indicator—formal mechanism for citizens to provide feedback on agrifood policy implementation—and one perception measure—perceived opportunities for women to provide feedback on agrifood policy implementation. Figure 26 and Table 19 provide detailed information on scoring metrics and scores for Nigeria.

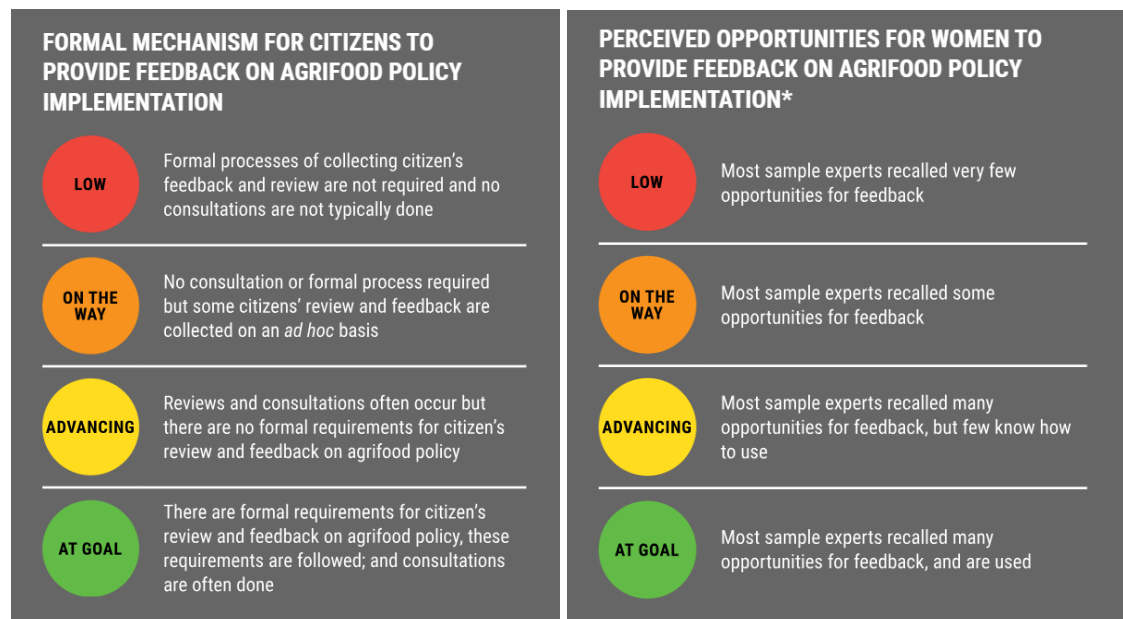


Figure 26. Scoring metrics for women’s feedback

Source: Kyle and Ragasa (2023). *Indicates that this measurement is collected from the expert survey.

Table 19. Summary of Nigeria’s scores for women’s feedback

Indicator	Measurement	Nigeria	Priorities for action
10. Women's feedback	Formal mechanism for providing feedback on policy implementation		Set up and enforce formal mechanisms and processes for policy review and feedback; promote their use; and build capacity of citizens to provide feedback and use these mechanisms.
	Perceived opportunities for women to provide feedback*		

Sources: Formal mechanism for providing feedback on policy implementation collected by authors. *Source of raw data: IFPRI/APRNet expert survey (2023).

There is no formal mechanism for citizens to provide feedback on agrifood policy implementation. This finding aligns with sample experts’ perceptions about opportunities and government efforts to get feedback from citizens. Eighty-five percent of the expert sample stated that citizens had either no or few opportunities to provide feedback on policy implementation and service delivery (Figure 27). Meanwhile, referencing these feedback mechanisms, we asked if experts thought that the government makes an effort to ensure that women’s perspectives are included (Figure 28). Consistent with the limited overall opportunities for citizen feedback, over half of respondents stated that they perceived little effort to collect feedback from women specifically.

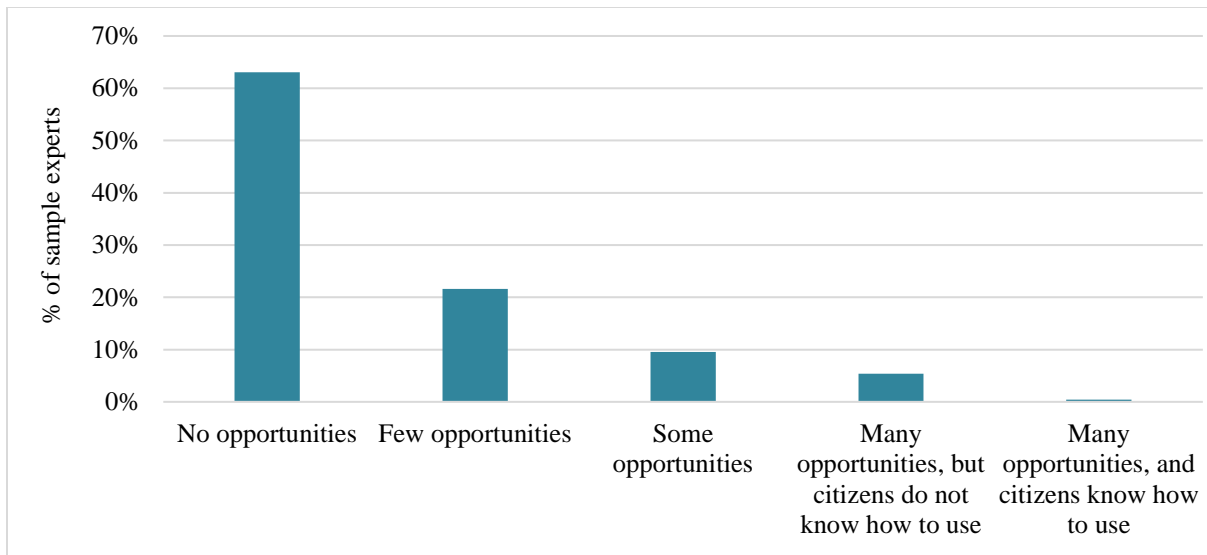


Figure 27. Expert assessment of opportunities for citizens to provide feedback on policy implementation (% of sample expert)

Source of raw data: IFPRI/APRNet expert survey (2023).

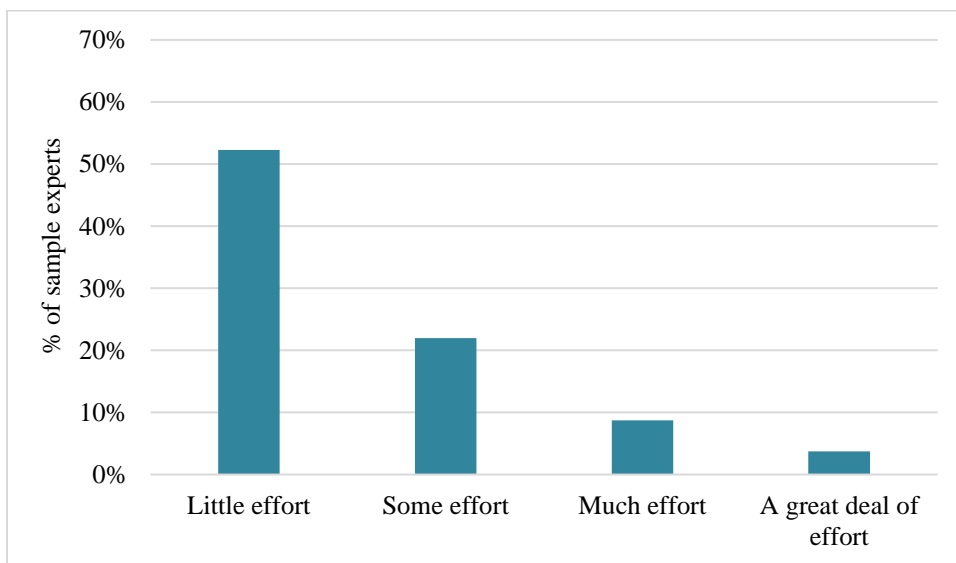


Figure 28. Expert assessment of efforts to collect women's feedback (% of expert sample)

Source of raw data: IFPRI/APRNet expert survey (2023).

4.3.4 Women's Policy Evaluation Leadership

Finally, to determine whether women influence policy evaluation, we looked for evidence that women have leadership roles in evaluation and advocacy for evidence-based agrifood policy reform. We used the following five measurements for this indicator (with detailed information on scoring metrics and scores for Nigeria in Figure 29 and Table 20):



Figure 29. Scoring metrics for women’s leadership in policy evaluation
 Source: Kyle and Ragasa (2023). Note that both objective and perception measures have the same scoring system across the different indicators; only one example of each is shown here. *Indicates that this measurement is collected from the expert survey.

Table 20. Summary of Nigeria’s scores for women’s leadership in policy evaluation

Indicator	Measurement	Nigeria	Priorities for action
11. Women’s policy evaluation leadership	Share of women in managerial positions in government involved in policy evaluation and advocacy ⁺		Provide women with leadership and confidence building training; implement gender quota for leadership; provide training for evidence-based advocacy on gender.
	Share of women in managerial positions in nongovernment sector involved in policy evaluation and advocacy ⁺		
	Women’s perceived leading role in monitoring and review of the national agriculture policy*		
	Women’s perceived leading role in monitoring and review of the national climate policy*		
	Women’s perceived leading role in monitoring and review of the national nutrition policy*		
	Women’s perceived leading role in monitoring and review of the national gender policy in agriculture*		

Sources: ⁺ Source of raw data: IFPRI/APRNet organizational survey (2023). *Source of raw data: IFPRI/APRNet expert survey (2023).

Among organizations involved in agrifood policy review and evaluation in our organization survey, 26 percent are led by women and 36 percent of the management positions in these organizations are held by

women. These shares are similar for government and nongovernment entities, largely reflecting the fact that women have managerial positions in line ministries and within CSOs.

However, when asked their perceptions about women’s influence in policy implementation and monitoring, the majority of sample experts rated women’s influence in monitoring the national agriculture, climate change, and nutrition policies as very weak or weak. Only the National Gender Policy in Agriculture fared better in women’s influence over monitoring and evaluation, and even then only 22 percent of sample experts perceived strong or very strong influence of women in the monitoring gender targets (Figure 30). Overall, this perception seems to reflect the weakness of monitoring in general rather than the specific weakness of women’s influence in this domain.

Among the experts’ perceptions, there was no clear majority or most common rating. We allocated a score of 2 (on the way) to Nigeria, because experts were mixed on whether women’s leadership was “weak” or “very weak” or even “strong” “or very strong.” It was clear from the consultations and the data that evaluation capacity overall is a significant issue that needs improvement, and having such weak overall evaluation activities makes it difficult to assess how women’s voices may be missing from this part of the policy process.

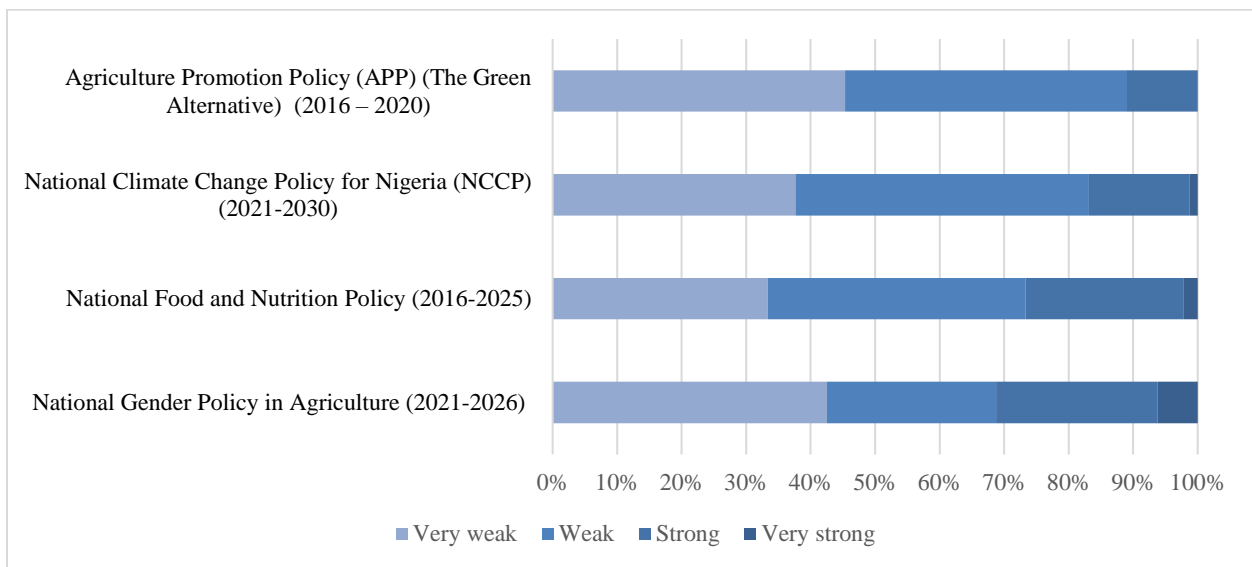


Figure 30. Women’s perceived influence in policy monitoring (% of sample experts)

Source: IFPRI/APRNet expert survey 2023.

5. DISCUSSION AND POLICY IMPLICATIONS

5.1 Summary of Scores for Nigeria

Overall, the WEAGov pilot study shows some consideration and inclusion of women in Nigeria’s agrifood policy process but also shows that many areas need major improvements and urgent attention. Out of 44 measurements for WEAGov, Nigeria achieved a high score (score=4) in one, the presence of the National Gender Policy in Agriculture, and a moderate score (score=3) in 10 (Table 21). Several areas of strength stand out from the results. First, women have relatively strong leadership in NGOs involved in agrifood policymaking. Second, having a National Gender Policy in Agriculture is an additional source of strength for Nigeria in terms of women’s consideration in the sector. This policy sets the direction and targets in terms of greater gender equity and women’s empowerment in agriculture. The national nutrition and climate change policies also include fairly robust consideration of the potentially different needs of men and women. Women are also somewhat well represented among managerial and nonmanagerial staff in agrifood policy implementation—an outcome of the gender policy that requires one-third of management and decision-making roles in government entities to be held by women.

Table 21. WEAGov scoring

Scale	Definition	Implication	Count for Nigeria (out of 44 measurements)
1	Very weak	Low	15
2	Weak	On the way	18
3	Moderate	Advancing	10
4	Strong	At goal	1

























By contrast, Nigeria achieved a very low score (score=1) in 15 areas and a low score (score=2) in 18 areas, indicating very weak and weak voice and empowerment of women in those areas, respectively. Several areas stood out as particularly weak and in need of concrete improvements to secure a meaningful voice for women in agrifood policymaking in the country. Ordinary women have very limited opportunities to provide input into policy design and to provide feedback on how policy implementation is working for them in practice. Budgetary outlays toward gender targets and efforts to track and monitor those targets are also significantly lacking. The policy evaluation sector overall is quite weak, with little effort to collect or use gender-disaggregated data about women in the agrifood sector—which necessarily constrains assessment of whether gender targets are being met. Finally, and no less urgently, women’s presence in formal leadership in parliament and in agrifood cabinet ministries is very low, even compared to peer countries in the region.

5.2 Results on Policy Tracking

In terms of specific gaps for each policy tracking, we see interesting patterns. Table 22 summarizes scores by policy. While the National Gender Policy in Agriculture achieved high scores for the attention to gender goals and for bringing together strong inputs and influence of women into the policy process, it falls short in implementation, budgetary support, monitoring, and evaluation. The National Agriculture Policy received the lowest scores and weakest in all indicators of consideration, inclusion, and influence of women from design stage to implementation and monitoring among the three major policies tracked. It is particularly low in the implementation, budget support, and women’s influence in monitoring and review

of gender goals and overall policy targets. The National Climate Policy and National Nutrition Policy scored much better in terms of gender content and women’s input in the design stage, but they also got lower scores in the indicators of implementation and evaluation.

Table 21. Scores for Nigeria pilot, by policy area

Indicator	National Agriculture Policy	National Climate Policy	National Nutrition Policy	National Gender Policy in Agriculture
Scored gender content				
Women’s inputs*				
Women’s perceived influence in the design*				
Perceived budgetary support and implementation of gender targets*				
Tracking and monitoring of gender policy goals*				
Women’s perceived leading role in monitoring and review*				
Summary	Very weak to weak in all; esp. very weak on budget support and implementation	Moderate rating in gender content and women’s inputs into design; but very weak to weak for others, esp. very weak on budget support and implementation	Moderate rating in gender content and women’s inputs into design; but very weak to weak for others, esp. very weak on budget support and implementation	Exemplary attention to gender policy in agriculture with strong women’s inputs and influence, but very weak to weak on budget support and implementation, tracking, and monitoring

Sources: Scored gender targets collected by authors. *Source of raw data: IFPRI/APRNet expert survey (2023).

5.3 Policy Implications

Several recommendations and priority actions emerge from the pilot study. Among them are the following:

- **Take concrete steps to dedicate budget and staffing resources toward meeting the gender targets that have already been set in key national agrifood policies.**
 - Our review of key national agrifood policies revealed that even when gender targets had been set, these targets are generally not being funded, implemented, or monitored for progress. A key first step could be a holistic review along with socialization among agrifood ministry staff to ensure that all staff in agrifood ministries are aware of gender targets set in national policies and know how to track and monitor progress toward those targets. Policy review committees can be set up to periodically review progress toward these targets.
 - Up-front coordination is needed between agrifood ministries and the Ministry of Budget and National Planning to ensure that gender targets are being sufficiently funded from inception. For example, the National Gender Policy in Agriculture achieves high scores for its attention to gender goals and for bringing strong inputs and influence of women into the policy process, but it falls short on implementation, budgetary support, monitoring, and evaluation. Ensuring that this policy has a specific and dedicated budget line and is well-integrated into the country's agricultural development plan is essential to securing its implementation.
 - Over time, legislative support for gender-responsive budgeting within agrifood ministries can improve ministries' funding and implementation support for gender targets, ensuring that gender targets set by policies are being funded in practice. The Ministry of Budget and Economic Planning and partners have been carrying out several training and mentoring activities to help government agencies with gender-responsive budgeting; these activities need to be scaled and lessons on what strategies work and do not work need should be shared to improve the effectiveness of these training and mentoring programs and get gender targets actually funded.
- **Strengthen policy feedback, monitoring, and evaluation, with a concentration on gender-disaggregated data and outcomes.**
 - More evaluation and research are needed on the gender implications of agrifood policies and on key gaps not addressed by the current policy landscape. A meaningful first step would be to collect more gender-disaggregated data on women in the agrifood sector, especially on issues related to control of resources and women's agency and empowerment, as well as capacity building to collect and analyze these data. Collaboration between the National Bureau of Statistics and agrifood ministries around priority data and outcomes would be helpful to ensure data credibility.
 - Feedback on how policy implementation is going on the ground from the citizens and farmers policies are intended to support is also essential. Government ministries should establish mechanisms and processes for policy feedback and promote their use. Once those mechanisms and processes are in place, it is important to ensure that citizens are aware of opportunities to provide feedback and know how to do so, especially women who are often more reticent to contact government officials. Civil society organizations should get themselves to be more proactive in policy deliberations, review, and evaluation.
- **Ensure that opportunities for policy input and consultation reach a wide audience, including those from disadvantaged backgrounds.**
 - While we heard from local experts that public consultations are often held in Nigeria before a policy is implemented, these seem to be *ad hoc*, and many experts cited significant gaps in the inclusion of marginalized voices in consultations. Agrifood ministries should create more opportunities for citizens in general and women specifically to provide inputs into

policy design through consultative processes and should socialize those opportunities more extensively to ensure that women can use them.

- Key ways to broaden inclusivity include (1) developing educational material about policies in native languages and appropriate to the literacy levels of the population; (2) advertising opportunities for input widely; and (3) reaching out for input across broad geographic areas and many channels.
- Given the existing strength of civil society organizations in Nigeria in terms of women's leadership and representation, these organizations can provide policymakers with critical inputs on policy design and policy feedback and should be extensively consulted. These organizations can also be key bridges between government ministries and civil society and provide advice on reaching more marginalized populations for consultations.
- **Close critical gaps in women's leadership opportunities.**
 - Despite the difficulty of taking concrete steps to increase women's representation in parliament and among cabinet ministers in the near term, as these both rely on actions by political leaders and political parties as well as on electoral results, both government ministries and civil society organizations can raise the profile of female leaders in the agrifood policy process. We found many female managers in both government ministries and civil society organizations; ensuring that these women are visibly recognized for their roles and have the opportunity to be seen by the public as leaders and experts in the field can build the profile of female leaders in the sector over time.
 - In the long term, changing attitudes and norms related to gender will require providing more training on confidence building and leadership for girls and women at very young ages, as well as conducting gender-transformative campaigns and education that target girls, boys, women, and men.

5.4 Lessons for Refining WEAGov Tool

Beyond the findings from the pilot and the policy recommendations that emerged from the study, the pilot that we conducted in Nigeria led to several significant improvements in the WEAGov methodology that highlight the benefit of piloting this type of measurement tool. First, the validation workshop that we conducted with local experts enabled us to revise the scoring method to ensure that the presentation of scores would make sense to local experts. For example, we found that discussing scores in terms of levels (1, 2, 3, and 4) resonated more with local experts than seeing the raw results from expert surveys. Second, the pilot enabled us to refine our initial list of indicators for WEAGov from 17 indicators to 11 indicators. In several cases, this was not through deletion of a measurement, but through discussion of concepts with local experts and coming to mutual agreement that some of the measures could be folded underneath the same umbrella indicator for a simplified presentation. We found that local experts preferred a reduced number of indicators with more measurements per indicator than the reverse. The full discussion during the validation workshop can be found in Kyle et al. (2023).

Another takeaway from the pilot study was the importance that local experts place on data credibility and being able to understand and to explain to their own stakeholders where the underlying data from the scores comes from. Several stakeholders recommended that future pilots explicitly partner with the National Bureau of Statistics in a given country from the beginning to lend data credibility to the survey methodology. One way that we incorporated this feedback into WEAGov scoring for Nigeria and for future pilot countries was to ensure that every WEAGov indicator contains at least one objectively-measured indicator that can be collected either through the organizational survey, through desk review, or through publicly-available national statistics. This both enables a rapid-assessment version of WEAGov and also ensures that we can very clearly see where objective and perception measures may be diverging. We also provide publicly available information on our survey sample to ensure transparency and credibility.

Finally, while we initially approached WEAGov trying to focus exclusively at the national level, we heard early on from local stakeholders that the interaction between the national and state levels was essential to understanding the agrifood policy landscape, especially around policy implementation. Our intention to focus on the national level was driven partially by pragmatism in the beginning; given the complexity of the exercise, starting at one level of analysis would enable us to refine the tool and subsequently develop subnational extensions. However, we quickly adapted the Nigerian sampling method to include state-level perspectives, and ultimately 70 percent of the organizations we surveyed in Nigeria were at the state-level. We have similarly adopted this approach for future pilots, incorporating state-level perspectives into WEAGov scoring, and think that we can further develop the state-level perspective in the future, especially in how states might be designing their own policies and not just implementing federal ones. Other feedback from stakeholders during the dissemination workshop and scaling policy dialogue can be found in the Ragasa et al. (forthcoming).

Overall, the Nigeria pilot not only yielded useful findings and policy recommendations for Nigeria but also contributed to the refinement of the WEAGov tool and methodology. All these lessons and the evolution of the WEAGov tool are being detailed in the Kyle and Ragasa (forthcoming) for easy use and reference among stakeholders who plan to adopt the WEAGov tool.

6. CONCLUSIONS

WEAGov is a framework and tool to help measure and track women's empowerment in agrifood governance and policy process. In this paper, we present how the WEAGov tool worked in the Nigerian context, analyzed the data, and provided a diagnostic on the status of women's voice and empowerment in the agrifood policy process. The pilot-testing in Nigeria provides useful lessons toward improving the measurement for future use, along with valuable insights on critical entry points for increasing women's voice and empowerment in the national agrifood policy process.

WEAGov is designed to inform debate and identify concrete actions to improve the state of women's voice and agency in certain areas of the country's agrifood policy process. Although this report recommends several concrete steps for improving that process, ultimately local actors should identify the priority areas for improvement as well as any associated timelines for action. This assessment describes status in 2022 and early 2023; periodic monitoring and revisiting of the key indicators should be conducted to track progress and measure the effectiveness of specific actions and reforms over time.

WEAGov is meant to measure women's voice and empowerment in national agrifood policy processes; this should be complemented by other tools and evidence of voice at the community level and empowerment at the household level. Lastly, WEAGov pilot-testing in Nigeria tracked national agrifood policies; stakeholders can extend the use the WEAGov framework to track design, implementation, and evaluation of state-level policies and local-level governance with a gender lens.

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APPENDIX 1. STAKEHOLDERS IN THE NIGERIAN AGRIFOOD SYSTEM

1. Multilateral organizations

- a. One UN COVID-19 Response Fund
- b. IFAD
- c. WFP
- d. FAO
- e. The World Bank
- f. USAID
- g. Economic Community of West African States Agricultural Policy and the Comprehensive Africa Agricultural Development Program (ECOWAP/CAADP) Focal Person
- h. CAADP -National Agriculture Investment Plan Focal Person
- i. UNICEF
- j. Bill and Melinda Gates Foundation

2. NGOs/CSOs

- a. All Farmers Association of Nigeria
- b. Catfish Farmers Association of Nigeria
- c. Cassava Farmers Association of Nigeria
- d. Association of Deans of Agriculture in Nigeria (ADAN)
- e. Agricultural Society of Nigeria
- f. Fishery Society of Nigeria
- g. Action Aid
- h. Plan International
- i. New Nigeria and Youth Empowerment Initiative (WINN)
- j. ASSOCIATION OF SMALL SCALE AGRO PRODUCERS IN NIGERIA (ASSAPIN)
- k. Nigerian Women Agro Allied Farmers Association (NIWAAFA)
- l. Agricultural Policy Research Network (APRNet)

3. Government

- a. Federal Ministry of Agriculture and Rural Development (FMARD)
- b. Agricultural Research Council of Nigeria (ARCN)
- c. Federal Ministry of Budget and Planning/National Planning Commission
- d. National Agency for Food, Drug and Administration and Control (NAFDAC)
- e. Federal Ministry of Women Affairs
- f. National Bureau for Statistics (NBS)
- g. Senate Committee on Agriculture and Rural Development
- h. National Biotechnology Centre
- i. National Agricultural Extension Research and Liaison Services (NAERLS)
- j. Presidential Committee on Fisheries and Aquaculture Development
- k. House of Representative Committee on Agriculture
- l. Raw Materials Research and Development Commission (RMRDC)
- m. Governors Forum of Nigeria
- n. Selected State Commissioners for Agriculture and Rural Development
- o. Selected State Commissioners for Women Affairs
- p. Agricultural Value-Chain Transformation Implementation Group (AVCTEG)
- q. Nigerian Economic Summit Group (NESG)
- r. National Institute of Policy and Strategic Studies, Kuru, Jos

- s. Federal and State Ministries of Environment
 - t. Cocoa Research Institute of Nigeria, (CRIN)
 - u. National Agricultural Extension, Research and Liaison Services (NAERLS)
 - v. National Veterinary Research Institute (NVRI)
 - w. Nigerian Agricultural Insurance Corporation (NAIC)
 - x. National Root Crops Research Institute (NCRI)
 - y. Nigerian Institute for Oceanography and Marine Research
 - z. Nigerian Institute for Oil Palm Research (NIFOR)
 - aa. Nigeria Agricultural Quarantine Service (NAQS)
 - bb. National Horticultural Research Institute (NIHORT)
 - cc. Director Agricultural Land and Climate Change Management Services, FMARD
4. Development finance institutions focused on women in agriculture
- a. Bank of Industry,
 - b. Bank of Agriculture
Nigeria Export Import Bank (TraderMoni, MarketMoni and FarmerMoni loans)
 - c. African Development Bank
 - d. Development Finance Office, Central Bank of Nigeria (CBN)
 - e. NIRSAL Microfinance Bank
5. Scientific community
- a. IITA Ibadan
 - b. Institutes of Agricultural Research and Development (IARD) in universities in Nigeria
 - c. National Vocational Education Centres and Faculties/Departments in Nigerian Polytechnics/Monotechnics and Universities
 - d. Vice Chancellors of Universities of Agriculture
 - e. National Institute of Veterinary Research, Vom, Jos
 - f. Forestry Research Institute of Nigeria (FRIN)
 - g. National Biosafety Management Agency (NBMA)
 - h. National Environmental Standards and Regulations Enforcement Agency (NESREA)
 - i. National Association of Agricultural Economists (NAAE)
 - j. National Association of Soil Scientists
 - k. Forestry Society of Nigeria
 - l. Fishery Society of Nigeria
6. Private sector
- a. Songhai Farms
 - b. Dangote Foods
 - c. Cadbury
 - d. Obasanjo Farms (Otta)
 - e. Commercial Banks lending money to farm activities
 - f. Community and microfinance banks lending credit to agricultural sector
 - g. Abdulsalami Abubabakar (Maizube Farms)
 - h. Murtala Nyako (Sebore Farms)
 - i. Nestle Nigeria
 - j. Unilever Nigeria
 - k. Flour Mills of Nigeria
 - l. Chi Limited

- m. Dufil Prima Food
- n. Beloxxi Industries Limited
- o. Dangote Group
- p. UAC Foods
- q. Dansa foods Limited
- r. Deli Foods
- s. Honeyland foods Ltd
- t. Honeywell
- u. Levventis Foods
- v. Envoy Oil Industries

APPENDIX 2. SELECTED AGRIFOOD POLICIES AND PROGRAMS OF INTEREST

The Nigerian agrifood system includes the following older policies and other initiatives, strategies, and programs:

1. Land Resource Policy 2004
2. Pest Control Policy
3. Agricultural Insurance Policy
4. Agricultural Cooperatives Policy
5. Industrial Crop Production Policy
6. Agricultural Product Marketing Policy
7. Agricultural Research Policy
8. Agricultural Mechanization Policy
9. Agricultural Investment and Management Advisory Services Policy
10. Agricultural Credit Policy
11. National Agricultural Extension and Advisory Services Policy (AEAS) for Nigeria (draft)
12. Anchor Borrowers Programme
13. Nigeria's 2021 Climate Change Act
14. National Livestock Transformation Plan
15. Agricultural Development Projects (ADP)
16. River Basin Development Decree (Decree 25 of 1976)
17. National Agricultural Land Development Authority (NALDA)
18. The Decree (Land Use Decree, 1978) and Act (Land Use Act 1979)
19. Nigeria–Africa Trade and Investment Promotion Programme
20. Presidential Economic Diversification Initiative
21. Economic and Export Promotion Incentives and the Zero Reject Initiative
22. Reducing Emission from Deforestation and Forest Degradation (REDD+)
23. Nigeria Erosion and Watershed Management Project (NEWMAP)
24. Action Against Desertification (AAD) Programme

APPENDIX 3 SUMMARY OF REVIEWED AGRIFOOD POLICIES

Appendix Table A1: Reviewed Agrifood Policies for Nigeria Pilot Study

Name of policy	Type of policy	Year	Gender mention	Score (1–4)	Description of the score	Details
1. National Gender Policy	Sector policy	2021–2026	Yes	4	All the objectives are specific to gender, including bridging gender/social inclusion gaps and achieving parity in all spheres of life.	<i>“Advance women’s participation and representation in leadership and governance. Explore and fully harness women’s human capital assets as a growth driver for national development through women’s economic empowerment. Ensure that gender equity concerns are integrated into social protection, and complex humanitarian actions, legislations, and policies.”</i>
2. Nigeria Vision 20: 2020	Development plan	2009–2020	Yes	1	To some extent, gender was considered as one of the objectives of the Vision which was to ensure gender equality and women empowerment in leadership positions.	<i>“The Vision will promote respect for all irrespective of race, class, disability, or gender. The strategy for promoting gender equality and women empowerment will be the systematic inclusion of all gender in every aspect of national life. This involves increasing the number of women in top positions in the workplace to at least 30 percent by 2015 and putting in place reforms to promote the principles of non-discrimination, protection, and promotion of gender equality.”</i>
3. National Fisheries and Aquaculture Policy	Sector policy	Early 2000	Yes	1	The level of gender consideration was low. The only mention of gender in the whole policy document was in 2 statements. (See the next column for the quotes). Women were considered in terms of access to opportunities only not in leadership.	<i>“To enhance the contribution of women to fisheries development.”</i> <i>“To create employment opportunity for the youth, women and retirees every year.”</i>
4. Agricultural Promotion Policy	Sectoral policy	2016–2020	Yes	2	To some extent, gender was considered. One of the policy objectives was to increase the contribution of youths and women to agricultural production and eliminate discriminatory practices	<i>“The joint issue here is the need to maximize the contributions of women and youth to agricultural production and elimination of discriminatory practices in the employment of women and youth in the sector. In a number of cases, such</i>

					in the employment of youths and women in the sector.	<i>discrimination is explicit (e.g., via cultural inheritance practices), or inadvertent. A key goal of policy should be to shift behaviors that result in negative outcomes for youth and women and reinforce such shifts by expanding wealth-creation opportunities for youths and women."</i>
5. National Climate Change Policy for Nigeria	Sectoral policy	2021–2030	Yes	3	Gender issues were considered to a very large extent. The document has a section on mainstreaming gender in the implementation strategies and action.	<i>"Mainstreaming gender, children and youth, and other vulnerable groups into all climate change interventions." "Ensure that women participate equally and actively alongside men and are enabled to take up leadership positions throughout the climate change programme management cycle."</i>
6. Feed Africa: Strategies for Agricultural Transformation in Africa	Sectoral strategy	2022–2025	Yes	3	Women are considered in the guiding principles, strategies, and the resulting framework for implementation and there was a plan to increase women's access to resources such as credit, and innovative and labor-saving technologies.	<i>"Under the Result framework for the strategy, it seeks to increase the number of women receiving SMEs Credit for agriculture (from a capitalization Baseline figure of \$0 to a target of \$150,000 in 2020 to an indicative target of \$300,000 in 2025. The Affirmative Financing Action for Women (AFAWA) Facility: establish a facility to promote women owned MSMEs. The AfDB will improve women farmers' incomes and social welfare by improving their access to credit for agriculture and agribusiness."</i>
7. Trade Policy of Nigeria	Sectoral policy	2023–2027	Yes	2	There is a consideration for women in the policy implementation as it plans to deepen and strengthen the linkages between MSMEs and the Economic Empowerment of women through trade.	<i>"The Women and Youth in Trade Policy will focus on the adoption of appropriate measures to facilitate the participation of women and youth in all National Trade Policy processes to promote equality and inclusiveness."</i>
8. National Agricultural Technology and Innovation Policy	Sectoral policy	2022–2027	Yes	2	Women are considered in the policy implementation with well laid out action plan.	<i>"Attention would be given to women and youths mainstreaming across the value-chains within the framework of the current Gender and Youth Policies of the relevant ministries."</i>

9. National Policy on Food and Nutrition in Nigeria	Sectoral policy	2016–2025	Yes	3	Women are considered in the policy design and implementation	<i>“Gender considerations and the needs of all vulnerable groups are integral to all components of the policy.”</i>
10. National Forest Policy	Sectoral policy	2020–2030	Yes	1	The document has a section on gender issues	<i>“To improve the socio-economic status of women and other vulnerable groups.”</i>
11. Revised National Policy on the Environment	Sectoral policy	2016	Yes	1	There was a section on gender and gender was also mentioned under policy implementation	<i>“Ensure gender is mainstreamed into environmental concerns at all times.”</i>
12. Agricultural Manpower Development and Training policy	Sectoral policy	2005	No	1		
13. Land Use Policy 2013	Sectoral policy	2013	No	1		
14. National Water policy	Sectoral policy	2016	No	1		
15. Agricultural by-product policy	Sectoral policy	NS	No	1		
16. National Policy on Rural Infrastructure	Sectoral policy	NS	No	1		
17. Agricultural statistics, and data bank policy	Sectoral policy	NS	No	1		
18. Industrial Crop Production Policy	Sectoral policy	NS	No	1		
19. National Policy on Food Safety and its Implementation Strategy (NPFSSIS)	Sectoral strategy	2014	No	1		

Source of raw data: various policy documents. NS=not specified

APPENDIX 4 WOMEN IN PARLIAMENT

Appendix Table A2: Number of Seats Held in Upper and Lower Houses by Women

NIGERIA		LOWER OR SINGLE HOUSE				UPPER CHAMBER			
Year	Rank	Elections	Seats	Women	% W	Elections	Seats*	Women	% W
2023*	180	2023	358	14	3.9	2023	109	3	2.8
2022	183	2019	360	13	3.6	2019	109	8	7.3
2021	183	2019	360	13	3.6	2019	109	8	7.3
2020	185	2019	358	13	3.6	2019	109	8	7.3
2019	186	2019	355	12	3.4	2019	107	7	6.5

Source: IPU Parline Global Data on National Parliaments (2023) Global and regional averages of women in national parliaments. <https://data.ipu.org/women-averages?month=10&year=2023>

*The data for year 2023 represent women in parliament in the new administration that started from May 29, 2023, and will last till 2027.

Appendix Table A3: Number of Positions Held by Women on Agriculture-Related Committees Held by Women

NAME OF COMMITTEES	YEAR	HOUSE OF REPRESENTATIVE	
		Number of women	Number of men
Committee on Rural Development	2019–2023 (9th Assembly)	2	30
	2023–2027 (10th Assembly)	0	39
House Committee on Agricultural Production	2019–2023 (9th Assembly)	1	41
	2023–2027 (10th Assembly)	4	39
House committee on Agricultural Colleges and Institutions	2019–2023 (9th Assembly)	0	42
	2023–2027 (10th Assembly)	1	41
		SENATE	
		Number of women	Number of men
Senate Committee on agriculture and Rural development	2019–2023	0	29
Agricultural Colleges and Institutions	2023–2027	0	22
Committee on Agricultural Production and Rural Development	2023–2027	2	23

Note: The senate committee on Agriculture and Rural development (of the 9th assembly) was split into the Committee on Agricultural Colleges and Institutions and the Committee on Agricultural Production in the 10th assembly.

APPENDIX 5 WOMEN IN CABINET POSITIONS

Appendix Table A4: Cabinet Positions Held by Women

	Ministries and the ministers	Sex	Relationship with the agrifood system or agribusiness
1	Minister of Art, Culture and The Creative Economy – Hon. Hannatu Musawa	Female	Not central to agrifood
2	Minister of Defence – Hon. Mohammed Badaru	Male	Not central to agrifood
3	Minister of State, Defence – Hon. Bello Matawalle	Male	Not central to agrifood
4	Minister of Education – Hon. Tahir Maman	Male	Related to agrifood
5	Minister of State, Education – Hon. Yusuf T. Sununu	Male	Related to agrifood
6	Minister of Housing & Urban Development – Hon. Ahmed M. Dangiwa	Male	Not central to agrifood
7	Minister of State, Housing & Urban Development – Hon. Abdullahi T. Gwarzo	Male	Not central to agrifood
8	Minister of Budget & Economic Planning – Hon. Atiku Bagudu	Male	Related to agrifood
9	Minister of State, Environment and Ecological Management – Hon. Ishak Salako	Male	Key agrifood ministry
10	Minister of Federal Capital Territory (Fct) – Hon. Nyesom Wike	Male	Not central to agrifood
11	Minister of State, Federal Capital Territory – Hon. Mairiya Mahmud	Female	Not central to agrifood
12	Minister of Water Resources & Sanitation – Hon. Joseph Utsev	Male	Key agrifood ministry
13	Minister of State, Water Resources and Sanitation – Hon. Bello M. Goronyo	Male	Key agrifood ministry
14	Minister of Agriculture and Food Security – Hon. Abubakar Kyari	Male	Key agrifood ministry
15	Minister of State, Agriculture and Food Security – Hon. Aliyu Sabi Abdullahi	Male	Key agrifood ministry
16	Minister of Interior – Hon. Olubunmi Tunji-Ojo	Male	Not central to agrifood
17	Minister of Foreign Affairs – Hon. Yusuf M. Tuggar	Male	Not central to agrifood
18	Coordinating Minister of Health and Social Welfare – Hon. Ali Pate	Male	Key agrifood ministry
19	Minister of State, Health and Social Welfare – Hon. Tunji Alausa	Male	Key agrifood ministry
20	Minister of Police Affairs – Hon. Ibrahim Geidam	Male	Not central to agrifood
21	Minister of State, Police Affairs – Hon. Imaan Sulaiman-Ibrahim	Male	Not central to agrifood
22	Minister of Steel Development – Hon. Shuaibu A. Audu	Male	Not central to agrifood
23	Minister of State, Steel Development – Hon. U.Maigari Ahmadu	Male	Not central to agrifood

24	Minister of Information and National Orientation – Hon. Muhammed Idris	Male	Not central to agrifood
25	Attorney General of The Federation and Minister of Justice – Hon. Lateef Fagbemi	Male	Not central to agrifood
26	Minister of Labour and Employment – Hon. Simon B. Lalong	Male	Related to agrifood
27	Minister of State, Labour and Employment – Hon. Nkiruka Onyejeocha	Female	Related to agrifood
28	Minister of Special Duties and Inter-Governmental Affairs – Hon. Zephaniah Jisalo	Male	Not central to agrifood
29	Minister of Communications, Innovation and Digital Economy – Hon. Bosun Tijani	Male	Related to agrifood
30	Minister of Finance and Coordinating Minister of The Economy – Hon. Wale Edun	Male	Related to agrifood
31	Minister of Marine and Blue Economy – Hon. Adegboyega Oyetola	Male	Key agrifood ministry
32	Minister of Power – Hon. Adebayo Adelabu	Male	Not central to agrifood
33	Minister of Solid Minerals Development – Hon. Dele Alake	Male	Not central to agrifood
34	Minister of Tourism – Hon. Lola Ade-John	Female	Not central to agrifood
35	Minister of Transportation – Hon. Sa'idu Alkali	Male	Not central to agrifood
36	Minister of Industry, Trade and Investment – Hon. Doris Anite	Female	Related to agrifood
37	Minister of Innovation, Science and Technology – Hon. Uche Nnaji	Male	Related to agrifood
38	Minister of Works – Hon. David Umahi	Male	Related to agrifood
39	Minister of Aviation and Aerospace Development – Hon. Festus Keyamo	Male	Not central to agrifood
40	Minister of Youth – Hon. Abubakar Momoh	Male	Related to agrifood
41	Minister of Humanitarian Affairs and Poverty Alleviation – Hon. Betta Edu	Female	Related to agrifood
42	Minister of State (Gas) Petroleum Resources – Hon. Ekperipe Ekpo	Male	Not central to agrifood
43	Minister of State (Oil) Petroleum Resources – Hon. Heineken Lokpobiri	Male	Not central to agrifood
44	Minister of Sports Development – Hon. John Enoh	Male	Not central to agrifood
45	Minister of Women Affairs – Hon. Uju Kennedy	Female	Related to agrifood

Note: Green highlighting indicates the 5 ministries central to the agrifood system; yellow highlighting indicates the 11 other ministries that are related (but not central) to agrifood system.

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INTERNATIONAL FOOD POLICY RESEARCH INSTITUTE

www.ifpri.org

IFPRI HEADQUARTERS

1201 Eye Street, NW

Washington, DC 20005 USA

Tel.: +1-202-862-5600

Fax: +1-202-862-5606

Email: ifpri@cgiar.org