

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



**Small Scale Women Farmers Association of Nigeria  
(SWOFON)**

And



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

# **Smallholder Women Farmers and the Budget**

## **(A Review of 2015 – 2019 Budgets of Anambra State)**

Written By

David Onyinyechi Agu

&

Eze Onyekpere Esq

First Published in November 2020

By

Centre for Social Justice (CSJ)

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

P.O.Box 11418, Garki, Abuja

Tel: 08055070909, 08127235995

Website: [www.csj-ng.org](http://www.csj-ng.org); Email: censoj@gmail.com; Blog: csj-blog.org

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

**Centre for Social Justice (CSJ)**

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## **ABBREVIATIONS AND ACRONYMS**

APP	Agricultural Promotion Policy
AN-ADP	Anambra Agricultural Development Project
AU	African Union
CAADP	Comprehensive Africa Agricultural Development Programme (CAADP)
CBN	Central Bank of Nigeria
CACS	Commercial Agriculture Credit Scheme
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CSJ	Centre for Social Justice
CSOs	Civil Society Organisations
FAO	Food and Agriculture Organisation of the UN
FGN	Federal Government of Nigeria
FMARD	Federal Ministry of Agriculture and Rural Development
ICESCR	International Covenant on Economic, Social and Cultural Rights
ILO	International Labour Organisation
LGA	Local Government Area
MDAs	Ministries, Department and Agencies of Government
MDGs	Millennium Development Goals
MSME	Micro, Small and Medium Enterprise
NBS	National Bureau of Statistics
NFDP	National Fadama Development Project
NGOs	Non-Governmental Organisations
NRCRI	National Roots Crops Research Institute
SDGs	Sustainable Development Goals
SHWF	Small Holder Women Farmers
SWOFON	Smallholder Women Farmers Organisation of Nigeria
UDHR	Universal Declaration of Human Rights
UN	United Nations

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## **ACKNOWLEDGEMENT**

CSJ acknowledges the support of the International Budget Partnership (IBP) towards the production of this study. We thank Kasie Eze for her efforts in proofreading. To the leadership of SWOFON in Anambra State and stakeholders who attended the validation meeting, we express our deep appreciation.

## EXECUTIVE SUMMARY

Chapter One is the introduction. It reviews the background, rationale and objectives of the study. Women constitute 49% of Nigeria's population. According to the National Gender Policy in Agriculture:<sup>1</sup>

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

Majority of the farmers in Nigeria are smallholder farmers and majority of the smallholder farmers are women. Essentially, a study on budgeting for SHWF is an enquiry on whether the budget takes cognisance of gender mainstreaming and Nigeria's obligations under a multiplicity of international, regional and national standards.<sup>2</sup> Gender in this context is understood as the socially and culturally constructed roles and differences between boys and girls, men and women which give them unequal value, opportunities and life chances in the agriculture sector.<sup>3</sup>

The specific objectives of the programme leading to this study are to:

- ❖ *Conduct baseline studies on the agriculture budget of the federal government of Nigeria and five focal states over the period 2015-2019;*
- ❖ *Disseminate the findings of the study to SWOFON and other publics;*
- ❖ *Support SWOFON to use the findings of the study to engage the supply side of agriculture funding.*

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

The study adopts a series of mixed methods. The mixed methods involve a combination of primary data and secondary data collection procedures. The mixed methods equally involve a combination of quantitative and qualitative data analysis methods. The study employed desk review of published budget documents, key informant interviews and focus group discussions. Desk reviews focused on budget appropriation, budget implementation reports, reports of the Accountant General, etc. The draft report was validated at a stakeholders meeting.

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<sup>1</sup> At page 71 of the Gender Policy in Agriculture, Federal Ministry of Agriculture and Rural Development, 2019.

<sup>2</sup> The standards include Universal Declaration of Human Rights, Convention on the Elimination of all Forms of Discrimination against Women, International Covenant on Economic, Social and Cultural Rights, Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa, National Gender Policy and Gender Policy in Agriculture, etc.

<sup>3</sup> Gender Policy in Agriculture, supra.



Anambra State covers a land area of 4,865 square kilometres and had an estimated population of 5.367 million persons as at 2015<sup>4</sup>. This implies a population density of about 1,103 persons per square kilometre as at 2015. However, taking the projected population growth rate of the State, the 2020 population of the State is projected to stand at 6.076 million persons, and a population density of 1,249 persons per square kilometre. Based on available statistics, about 50.70 percent of the total population of Anambra State are male, while the remaining 49.30 percent are female<sup>5</sup>. There is no reliable gender disaggregated statistics on the proportion of men and women engaged in agriculture in the State. But the lived and observed facts of farming in the State indicate that women are in the majority.

Chapter Two reviews the national and international standards governing women in agriculture. The standards include the Universal Declaration of Human Rights; Convention on the Elimination of all Forms of Discrimination against Women; International Covenant on Economic, Social and Cultural Rights; Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa; National Gender Policy and Gender Policy in Agriculture, etc. The standards established the obligation of Anambra State, as a part of the Nigerian Federation, to invest its budget resources in a non-discriminatory manner and to take affirmative action to rectify decades of historical marginalisation of women in agriculture.

Chapter Three reviewed the appropriations for the years 2015-2020 identifying projects and programmes that would possibly benefit SHWF. Eight Ministries, Departments and Agencies of the State Government made provisions related to SHWF. They are the Ministry of Agriculture; Agricultural Development Project; Fisheries and Aquaculture Development Commission; Ministry of Economic Planning, Budget and Development Partners; Ministry of Environment, Beautification and Ecology; Others are the Ministry of Social Welfare, Children and Women Affairs; Ministry of Trade, Commerce, Markets and Wealth Creation; and Office of the Executive Governor. The proportion of total capital allocation to smallholder farmers in total capital budget of Anambra State as at 2015 fiscal year stood at 1.25 percent; 1.34 percent in 2016; 0.86 percent in 2017; 2.98 percent in 2018 and 1.72 percent in 2019. It averaged 1.74 percent within the study period of 2015 – 2019 fiscal years. As a share of total executed capital projects in 2015, 2016, 2017 and 2018 fiscal years, the expenditure on smallholder farmers related activities was 0.72 percent, 2.70 percent, 0.82 percent and 0.90 percent respectively. The amounts spent by the eight focal MDAs on projects that could benefit SHWF equally represents 12.08 percent, 121.13 percent, 85.04 percent and 14.27 percent of the amounts that the focal MDAs

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<sup>4</sup> Annual Abstract of Statistics (2016) of the National Bureau of Statistics.

<sup>5</sup> Annual Abstract of Statistics (2012) of the National Bureau of Statistics.

budgeted for those projects in 2015, 2016, 2017 and 2018 fiscal years respectively – an annual average of 58.13 percent of the budgeted amounts for those projects.

Chapter Four reviewed other sources of funding and matters relating to research and SHWF. The other sources of funding which include the Commercial Agriculture Credit Scheme and the Anchor Borrowers Programme of CBN refused to provide gender disaggregated information on their activities and there was no proactive publication of a gender disaggregated information either in soft, electronic or hard copy. The same was applicable to funds managed by the Bank of Industry and Bank of Agriculture.

The collaboration between the SHWF and the National Roots Crops Research Institute which covers the State is weak. The Institute's research was not demand driven and SHWF were not linked as off-takers of the research and innovation. This fact is also linked to the poor extension service delivery system.

The Anambra State SWOFON Charter of Demand was costed. The total of SWOFON's resource requirement came up to two billion, one hundred and eighteen million, five hundred thousand naira only.

Chapter Five is the conclusions and recommendations. In conclusion, the study indicated that there is weak link between plans, policies and the budgets. The budgets had credibility challenges and there was no stakeholder consultation during the budget preparation phase. The study ended with the following recommendations.

### **To the Executive**

**A.** Develop a state level agriculture policy which apart from replicating federal commitments takes into consideration the peculiar features and challenges of the State.

**B.** Develop a gender-responsive budget toolkit or guidelines on mainstreaming gender into agricultural sector budgets.

**C.** Ensure the credibility of the budgeting process through revenue forecasts that are based on empirical evidence and realistic budgets that are based on attainable revenue.

**D.** Open up the budgeting system with stakeholder consultations (especially before budget preparation) including consulting the SHWF.

**E.** Prepare budgets that have links to policy positions in national and international standards and this should specifically include:

- ❖ Strong and targeted extension services which links SHWF with innovations, research findings, education on new farming techniques, etc. Increasing the number of state and local government level female extension workers is imperative;

- ❖ Capacity building on climate change resilience, adaptation and mitigation strategies as well as organic farming;
- ❖ Capacity building on management of agriculture cooperatives, financial literacy and group dynamics in its link to modern agriculture practices;
- ❖ Removing drudgery from agriculture through gender friendly mechanisation – low cost equipment and machinery such as hand-held power tillers, ploughs, planters, harvesters, etc., especially locally produced and fabricated equipment which is serviced by local technicians and artisans;
- ❖ Transparent and well managed state level programme of revolving micro-credit facilities to increase the productive capacities of the women;
- ❖ Improved seeds/seedlings, stems, fertilisers, pesticides, feeds, animal stock storage facilities, irrigation facilities;
- ❖ Investments across the value chain including processing equipment for product's preservation and value addition as well as capacity building to minimise post- harvest losses.

**F.** Release all appropriated sums as a matter of course and routine and when there is paucity of funds, send a budget amendment bill to the legislature to amend the budget to reflect the fiscal realities.

**G.** Guarantee access to credit - ensure that the state takes advantage of special funds from the CBN, Bank of Industry, Bank of Agriculture, etc., through the provision of counterpart funds, transparency and accountability in the management of the funds.

**H.** Build capacity in the Ministries of Agriculture and Women Affairs to attract grants and manage same in a transparent and accountable manner.

**I.** Develop a knowledge and information management system with gender indicators and a monitoring and evaluation framework that generates gender disaggregated data for the continuous improvement of programming, policy review and implementation of agricultural budgets and policies.

**J.** Collect, collate and analyse gender disaggregated data on agricultural productivity in the State and use the results for policy review and implementation.

**K.** Provide information, communication and market intelligence on access to commodity markets, commodity prices and other market information that attracts greater value for agricultural products.

## **To the Legislature**

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

## **To Civil Society Including SWOFON**

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

# Chapter One

## INTRODUCTION

### 1.1 Background

Agriculture is inextricably linked to the rights to food and work, freedom from want; economic growth and diversification, job creation, provision of raw materials for industries and improvements in the standard of living.<sup>6</sup> It includes practices related to crops, livestock, fisheries and forestry. The value chain of agriculture has been articulated as follows: <sup>7</sup>

*“Agricultural value chain has to do with the people and activities that bring a basic agricultural product like maize or vegetables or cotton from obtaining inputs and production in the field to the consumer, through stages such as processing, packaging, and distribution.*

Women constitute 49% of Nigeria’s population. According to the Gender Policy in Agriculture:<sup>8</sup>

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

Majority of farmers in Nigeria are smallholder farmers and majority of the smallholder farmers are women. Thus, smallholder women farmers (SHWF) contribute a lot to the food security of Nigerian households. They produce the bulk of the food that the nation feeds on. SHWF face huge challenges of access to land, finance and other factors of production. Women are involved in the agriculture value chain from clearing of the farm, planting, weeding, attending to animals and fish, harvesting, and packaging of agricultural products, etc. Essentially, a study on budgeting for SHWF is an enquiry on whether the budget takes cognisance of gender mainstreaming and Nigeria’s obligations under a multiplicity of international, regional and national standards.<sup>9</sup> Gender is understood as the socially and culturally constructed differences between

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<sup>6</sup> In the Universal Declaration of Human Rights (UDHR), freedom from want is identified as one of the highest aspirations of the common people. The right to an adequate standard of living including food is provided in article 25 (1) of the UDHR and article 11(1) of the International Covenant on Economic, Social and Cultural Rights.

<sup>7</sup> <https://fmard.gov.ng/value-chain/>

<sup>8</sup> At page 71 of the Gender Policy in Agriculture, Federal Ministry of Agriculture and Rural Development, 2019.

<sup>9</sup> The standards include Universal Declaration of Human Rights, Convention on the Elimination of all Forms of Discrimination against Women, International Covenant on Economic, Social and Cultural Rights, Protocol to the African Charter on Human and Peoples’ Rights on the Human Rights of Women in Africa, Nigeria Gender Policy and Gender Policy in Agriculture, etc.

boys and girls, men and women which give them unequal value, opportunities and life chances in the sector.<sup>10</sup>

At the national level, the agriculture sector provides employment to over 60% of the population. The share of informal sector in agriculture's gross domestic product is 91.8% as against 8.2% from the formal sector.<sup>11</sup> According to an International Labour Organisation (ILO) resolution, most people are in the informal agriculture economy, not by choice but as a consequence of lack of opportunities in the formal economy and in the absence of other means of livelihood.<sup>12</sup> Informality has multiple causes including governance and structural issues and public policies can speed up the transition to the formal economy in full recognition of the human rights and fundamental freedoms of persons involved.<sup>13</sup>

The informal nature of agricultural practices may account for its low contribution to revenue, especially taxes. Nigeria has over 84m hectares of arable land, out of which only 40% is cultivated.<sup>14</sup> Thus, there is room to deploy more human, fiscal, information, technology and ecological resources to cultivate the 60% uncultivated land. There is also room to take steps to formalize the 91.8% informal sector agriculture to position it for governmental agriculture service delivery – including seeds, fertilisers, equipment, extension services, access to credit, etc. This will also improve its contribution to public revenue through taxation.

## **1.2 Anambra State in Context**

In 1976, the old East Central State (previously part of Eastern Nigeria Region) was subdivided into Imo and Anambra States. The name “Anambra State” is the anglicised version of the name of a major river in the area – Omambala River. At that time, Enugu was the capital city of Anambra State. By 1991, there was another round of state creation, which saw the old Anambra State subdivided into Anambra and Enugu States. By this time, Awka became the capital city of the present Anambra State. Anambra State as currently composed is bounded by Enugu State to the east, Delta State to the west, Kogi State to the north and Imo State to the south.

Anambra State covers a land area of 4,865 square kilometres and had an estimated population of 5.367 million persons as at 2015<sup>15</sup>. This implies a population density of about 1,103 persons per square kilometre as at 2015. However, taking the projected population growth rate of the State, the 2020 population of the State is projected to stand at 6.076 million persons, and a population density of 1,249 persons per square

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<sup>10</sup> Gender Policy in Agriculture, *supra*.

<sup>11</sup> National Bureau of Statistics, 2015

<sup>12</sup> ILO Resolution on Transition from the Informal to the Formal Economy, 2015 (No.204). Governing Body of the International Labour Office at its 104<sup>th</sup> session on June 1, 2015.

<sup>13</sup> Resolution 204, *supra*.

<sup>14</sup> [Htpps://fmard.gov.ng](https://fmard.gov.ng)

<sup>15</sup> Annual Abstract of Statistics (2016) of the National Bureau of Statistics.

kilometre. Based on available statistics, about 50.70 percent of the total population of Anambra State are male, while the remaining 49.30 percent are female<sup>16</sup>.

In terms of labour force, the most recent sub-national labour force statistics put the labour force population of Anambra State at 1,867,469 persons as at 2010. Out of this number, a total of 401,042 persons were said to be engaged in agriculture. This number represents about 21.48% of the labour force population of the State<sup>17</sup>. However, the statistics do not have gender disaggregated data for the labour force engaged in agriculture.

The Annual Abstract of Statistics (2012) has gender-disaggregated data for sub-national labour force engaged in the agriculture sector. However, the data covers only the 2007 fiscal year, and therefore somewhat obsolete. Given that there is no recent statistics on gender-disaggregated data of State-level labour force population engaged in agriculture, this study relies on the 2007 data as presented in Table 1 below.

From Table 1 below, only about 22.57 percent of the labour force population engaged in crop production in Anambra State as at 2007 were female, the remaining 77.43 percent of the labour force were male. In the same way, only about 21.61 percent of the labour force population engaged in poultry production in Anambra State as at 2007 were female, the remaining 78.39 percent of the labour force were male. Finally, only about 12.59 percent of the labour force population engaged in fisheries in Anambra State as at 2007 were female, the remaining 87.41 percent of the labour force were male. Therefore, on the aggregate, only about 21.60 percent of the labour force population engaged in any form of agricultural activities in Anambra State as at 2007 were female, the remaining 78.40 percent of the labour force were male.

**Table 1: Proportion of Women engaged in Agricultural Activities in Anambra State as at 2007**

	Population			Proportion of Population		
	Male	Female	All	Male	Female	All
Crop	300,390	87,540	387,930	77.43%	22.57%	100.00%
Poultry	271,968	74,983	346,950	78.39%	21.61%	100.00%
Fisheries	37,129	5,349	42,478	87.41%	12.59%	100.00%
<b>TOTAL</b>	<b>609,487</b>	<b>167,872</b>	<b>777,358</b>	<b>78.40%</b>	<b>21.60%</b>	<b>100.00%</b>

**Source:** Tables 354-356 in the Annual Abstract of Statistics (2012) of the National Bureau Statistics (NBS)

Taking the proportion of women engaged in agriculture to stand at 21.60 percent as presented in Table 1 above, this study estimates that the proportion of Anambra State

<sup>16</sup> Annual Abstract of Statistics (2012) of the National Bureau of Statistics.

<sup>17</sup> Table 3 of the National Manpower Stock and Employment Generation Survey (2010) of the National Bureau of Statistics.

women engaged in agriculture as at 2010 would be 86,625 persons. This proportion of the labour force population of Anambra State could have either increased or decreased over the last decade as a result of a number of factors.

However, there is a challenge with the above statistics in terms of the lived and observed facts of farming in the State. It is probable the questions that elicited this response focused on ownership of land or other patriarchal issues and as such, undercounted the real number of women farmers in the State. It seems not to have taken into account the gendered division of labour in farming and the normal distinction between crops mainly cultivated by male and female members of society.

As a State in the tropical rain forest zone of Nigeria, temperature in Anambra State is within a mild range and does not get to any extreme point. The temperature follows the two major seasons of the year – rainy season and dry season. The rainy season lasts within the months of April/May to October, while the dry season lasts within the months of November to March/April. Within the rainy season, there is usually a drop in the mean temperature of the State, while there is an increase in the temperature of the State within the dry season. Based on recent data, annual mean minimum temperature in Anambra State ranges from 22.3 degrees centigrade (22.3°C) as at 2014 to 24.1 degrees centigrade (24.1°C) as at 2013. On the other hand, annual mean maximum temperature in Anambra State ranges from 32.5 degrees centigrade (32.5°C) as at 2014 to 36.7 degrees centigrade (36.7°C) as at 2013<sup>18</sup>.

Anambra State experiences heavy rainfall, especially in the months of July and August. Based on recent statistics, annual rainfall in the Anambra State ranges from 1,545 millimetres (1,545mm) of rain water in 2013 to 2,273 millimetres (2,273mm) of rain water in 2015. Sometimes during the dry season, there are cases of irregular rainfall, especially around the coastal communities of Anambra North Senatorial Zone.

Farming activities in Anambra State follow the seasons. It is still rain fed agriculture. Irrigation mechanisms for farming activities are not common. Most farmers, especially the smallholder farmers, restrict their farming activities to the rainy season. The dry season is generally referred to as the harvest season, while the rainy season is referred to as the planting season.

Some parts of the State are prone to erosion due to the nature of the soil and its topography. This is mostly the case in Anambra South and Anambra Central Senatorial Districts. In addition, physical (housing) development in these parts of the State seems to be more rapid than in Anambra North Senatorial District. Given the level of physical development in the other Senatorial Districts, it is difficult sometimes to observe when one has moved from one community to another. As a result, arable land available for agricultural activities has been drastically reduced in those other

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<sup>18</sup> Annual Abstract of Statistics (2016) of the National Bureau of Statistics.



Senatorial Districts. However, Anambra North Senatorial District still has very huge and good arable land available for agricultural activities at whatever level.

### **1.3 Rationale and Objectives of the Study**

In Nigeria, agriculture has remained a major employer of labour. However, the contribution of the sector to national economic outputs in GDP, which has averaged about 24 percent in the last two years, has not been commensurate to the share of the sector in labour employment across the country. The skewed shares of agricultural sector in favour of labour employment and against national outputs have been blamed on the nature of agriculture being engaged in and practiced across the country – subsistence farming. Such level of farming utilises manual farming tools and produces mainly for self-consumption and little for the market.

Many subsistence farmers have therefore been encouraged to move into commercial agriculture. But such a migration demands gradual processes and requires certain measures to be taken. It is on that note that a number of programmes have been rolled out by virtually all tiers of government in Nigeria to support agriculture. Some of the programmes target increasing farmers' access to improved and mechanised tools, some also target changing farmers' methods of farming, while some others focus on increasing farmers' access to improved farm inputs (seeds, seedlings, etc).

Available statistics seems to suggest that whenever such programmes are rolled out, men are usually the greatest set of beneficiaries.<sup>19</sup> This leaves the women counterparts to scramble for leftovers by the men. Agriculture policy implementation seems to be gender blind as it fails to explicitly recognise existing gender differences in accessing public resources by men and women. This leads to inequality. Inequality undermines the contribution of a critical segment – one half of society. This runs against the fundamental principles of equality before the law and equal protection of the law. Reducing inequality in agriculture is essential, not only for achieving social justice but to promote sustainable development and poverty reduction.<sup>20</sup> It is both a moral and economic imperative. There have therefore been concerted calls for government to provide women-specific and women-focused agricultural programmes that will help to improve the farming conditions of the smallholder women farmers.

The overall goal of this study is to provide technical support to SWOFON through a baseline study and analytical review of public expenditure in the agriculture sector over

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<sup>19</sup> Some of the scheme demand land tilting documentation, collaterals and evidence of ongoing businesses tens or hundreds of millions of naira. For instance, the guidelines for the Commercial Agriculture Credit Scheme (CBN collaborating with FGN) defines corporate/large scale borrower as a business with asset base of not less than N100million and having the prospect to grow the net asset to N250 million while medium scale borrowers should be worth not less than N50million with the prospects of growing to N150million in the next three years. Many women owned enterprises do not fall into these categories.

<sup>20</sup> See *CEDAW- A Tool for Gender Sensitive Agriculture and Rural Development Policy and Programme Formulation*.

the periods 2015-2019. The specific objectives of the programme leading to this study are to:

- ❖ *Conduct baseline studies on the agriculture budget of the federal government of Nigeria and five focal states over the period 2015-2019;*
- ❖ *Disseminate the findings of the study to SWOFON and other publics;*
- ❖ *Support SWOFON to use the findings of the study to engage the supply side of agriculture funding.*

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

In addition, the Smallholder Women Farmers Organisation of Nigeria (SWOFON), Anambra State Chapter has prepared and submitted a Charter of Demand to the Government of Anambra State. This study therefore investigates the extent to which the items in the Charter of Demand have been provided for in the State budget. The study equally provides financial estimates for the items in the Charter of Demand.

#### **1.4 Methodology of the Study**

To be able to achieve the set objectives of this study, the study adopts a series of mixed methods. The mixed methods involve a combination of primary data and secondary data collection procedures. The mixed methods equally involve a combination of quantitative and qualitative data analysis methods. The study employed desk review of published budget documents, key informant interviews and focus group discussions.

Specifically, there are fourteen key issues itemised in the terms of reference for this study. The first and eleventh key issues involve gathering and analysing all international, national and state level policy standards applicable to budgeting for small holder women farmers in Anambra State as well as policies for special intervention programmes. These are existing legal and policy frameworks and therefore involve secondary data collection tools as well as qualitative data analysis. However, the aspect of proportion of women benefitting from the schemes necessitates quantitative data analysis.

The second key issue focuses on the share of women in agriculture in Anambra State. This information will be sourced from the State Bureau of Statistics published documents on labour employment as well as National Bureau of Statistics published documents on sectoral distribution of labour employment.

The third to sixth key issues focus on budget figures and will be sourced from the State Government's annual budgets as well as State's Accountant General's Reports for the

study period of 2015 – 2019. These documents form the basis for understanding what the State Government intended to do for SHWF on one hand, and on the other hand, what the Government actually did within the study period.

The seventh key issue involves securing a list of existing agriculture research institutes in Anambra State. After the generating the list, the study will equally understudy their activities as they relate to agricultural activities and productivity in the State. The understudy will include investigating the linkages/relationship between the research outputs of the institutes and actual agricultural activities in the State especially in the area of farm inputs, key equipment and methods.

The eighth key issue involves a review of the availability of extension services for the SHWF as well as suggest ways to improve existing services. This information can only be sourced from the SHWF themselves. As the end-users of the extension services, it is the SHWF that can tell the extent to which the available extension services meet their needs.

Like the third to sixth key issues, the ninth, tenth and fourteenth key issues are also budget related issues. The two key issues will involve critically looking at the budget to ascertain the extent to which they are of benefit to SHWF as well as provisions for climate smart agriculture in the State.

The twelfth and thirteenth key issues involve a critical examination of the contents of the Charter of Demand prepared by SSWF in Anambra State. The examination includes a critical analysis of the financial resources needed to meet the needs itemised in the Charter of Demand.

The draft report was presented to stakeholders at a validation meeting where it was reviewed and critiqued. Stakeholders present at the meeting include SHWF and SWOFON members, government agencies, civil society groups and the media. The relevant views expressed at that meeting have been reflected in the study.

All the above steps were taken to ensure that the study is cogent in revealing the current position of public funding of SHWF's activities in Anambra State.

### **1.5 SWOFON's Charter of Demand**

The Anambra State Chapter of Smallholder Women Farmers Organisation of Nigeria (SWOFON) presented the following requests in her Charter of Demand:

1. The allocation and access to soft loan from the government without interest.
2. Establishment of a quality control regulatory body for Animal Feeds in Anambra State.
3. Provision of vaccination to reduce loss of animals in ruminant rearing.
4. The provision of gender-friendly machineries for increased productivity at subsidised rate, e.g., Tillers, Ploughs, Harvesters, etc.

5. Government support of extension services for smallholder women farmers in their communities.
6. Allocation of farmlands to smallholder women farmers.
7. Provision of hatchery machine for poultry farming.
8. Access to quality feeds for poultry farming.
9. Allocation of subsidised farming inputs: seedlings, fertilisers, chemicals, pesticides to smallholder women farmers.
10. Access to water for irrigation farming and construction of boreholes for poultry and piggery farmers.
11. Government linkage to off-takers and increased market information systems.
12. Establishment of central storage facilities for smallholder women farmers in the communities.
13. Construction of good roads for easy transportation of goods from farms to markets.
14. Provision of processing machines for palm oil, cassava and rice milling.
15. Establishment of local security bodies and mechanisms to reduce farmers/herder's crisis and insecurity.
16. The provision of climate resilient farming training to improve soil infertility.

As can be seen from the list above, it is not every item that has an explicit cost. Some others are not even items that are to be enjoyed solely by the SHWF. For instance, item 13 is on the "*construction of good roads for easy transportation of goods from farms to markets*", this cannot be said to be solely for the use of SHWF in Anambra State.

## Chapter Two

### POLICY AND LEGAL STANDARDS

#### 2.1 Introduction

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

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

There are international and national standards governing governmental action in agriculture in relation to women. These standards will now be examined.

#### 2.2 International Standards

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

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

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<sup>21</sup> M.E. Winston, International Institute of Human Rights Strasbourg, Collection of Lectures 2002.

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

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

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

**A. International Covenant on Economic, Social and Cultural Rights (ICESCR):**<sup>24</sup> in article 11(2) (a), the ICESCR states:

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

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

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

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

This right to freedom from hunger is conceptualised within the larger right to an adequate standard of living and to the continuous improvement of living conditions<sup>26</sup> and further elaborates the standard setting provisions of article 25 (1) of the UDHR. By article 2 of the ICESCR, state parties are to take steps, to the maximum of available resources, for the progressive realisation of rights contained in the Covenant, by all appropriate means, including particularly the adoption of legislative measures. It is interesting to note that budgets are enacted as Acts of Parliament.

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

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

<sup>25</sup> Article 3 of the ICESCR.

<sup>26</sup> Article 11 (1) of the ICESCR.

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

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

*“1. States Parties shall take into account the particular problems faced by rural women and the significant roles which rural women play in the economic survival of their families, including their work in the non-monetized sectors of the economy, and shall take all appropriate measures to ensure the application of the provisions of the present Convention to women in rural areas.*

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

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

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

*(f) To participate in all community activities;*

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

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

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

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

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

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

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

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

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

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

*a) introduce the gender perspective in the national development planning procedures;*

*b) ensure participation of women at all levels in the conceptualisation, decision-making, implementation and evaluation of development policies and programmes;*

*c) promote women's access to and control over productive resources such as land and guarantee their right to property;*

*d) promote women's access to credit, training, skills development and extension services at rural and urban levels in order to provide women with a higher quality of life and reduce the level of poverty among women;*

*e) take into account indicators of human development specifically relating to women in the elaboration of development policies and programmes.*

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

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

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

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



*“By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment”*

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

Further, Target 2.4 of Goal 2 states:

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

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

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

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

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

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

## **E. Beijing Declaration and Platform for Action<sup>31</sup>**

The Declaration calls for:<sup>32</sup>

*Increase training in technical, managerial, agricultural extension and marketing areas for women in agriculture, fisheries, industry and business, arts and crafts, to increase income-generating opportunities, women’s participation in economic decision-making,*

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

<sup>30</sup> Taking urgent action to combat climate change and its impact.

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

<sup>32</sup> Paragraph 82 (j) of the Declaration.

*in particular through women's organizations at the grass-roots level, and their contribution to production, marketing, business, and science and technology;*

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

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

## **F. Comprehensive Africa Agricultural Development Programme (CAADP) – 2003**

The Comprehensive Africa Agricultural Development Policy (CAADP) is built around four pillars namely; (a) extending the area under sustainable land management and reliable water control systems; (b) improving rural infrastructure and trade-related capacities for improved market access; and (c) increasing food supply and reducing hunger. The fourth and long-term pillar is on agricultural research, technological dissemination and adoption. In terms of actions at national level, African Governments are expected to increase capacity to support farmer productivity; establish partnership between public and private sector for increased investment; increase the efficiency and use of water supply for agriculture; and enhance agricultural credit and financing schemes for small-scale and women farmers. CAADP recognises the role and agency of women in farming and rural development. It seeks to achieve an annual growth rate of at least 6% in agricultural gross domestic product in every country involved through an investment of at least 10% of annual national budgets in the agricultural sector.<sup>33</sup> It is described in the following words:<sup>34</sup>

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

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

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

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

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

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

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

### *II. Commitment to Enhancing Investment Finance in Agriculture*

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

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

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

### *III. Commitment to Ending Hunger in Africa by 2025*

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

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

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

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

<sup>36</sup> Preambular paragraph 8 of the Declaration.

- *suitable, reliable and affordable mechanization and energy supplies, amongst others.*

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

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

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

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

### **2.3 National Policy and Legal Standards**

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

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

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

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

*(b) be accorded either expressly by, or in the practical application of, any law in force in Nigeria or any such executive or administrative action, any privilege or advantage that is not accorded to citizens of Nigeria of other communities, ethnic groups, places of origin, sex, religions or political opinions.*

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<sup>37</sup> S. 1 (3) of the Constitution.

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

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

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

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

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

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

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

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

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<sup>38</sup> APP at pages 45-46.

<sup>39</sup> APP at page 46.

entrepreneurship, including technical training and access to financial services and facilitate dialogue with farmer groups and service providers (for women and youth) to expand the pool of ideas FMARD can pursue to institutionalise change.<sup>40</sup> In the implementation timeline, APP scheduled “heavy support” for women and youth for the years 2018- 2020.

### **C. Gender Policy in Agriculture – 2016**

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

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

### **D. National Gender Policy – 2006<sup>41</sup>**

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

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

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<sup>40</sup> APP at pages 46-47.

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

and implementation of programmes and activities at all levels - Federal, State and Local Governments and provide farmers, especially females, with accessible and affordable technologies in all areas of agricultural activities.

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

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

#### **E. Economic Sustainability Plan – 2020<sup>44</sup>**

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

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<sup>42</sup> Supra at page 69.

<sup>43</sup> Supra at page 70.

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

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

#### **2.4 Praxis**

It is imperative to point out that Anambra State has no subnational policies governing agriculture and as such, rely on federal policies. Nigeria's laws and policies provide for gender mainstreaming in agriculture while the country's international obligations also recognise the process of engendering agriculture. The challenge is therefore not about laws and policies but their enforcement. It is also about monitoring and evaluation and learning from mistakes, challenges and failures which should be seen as the springboards of opportunity.



## **Chapter Three**

### **BUDGET FUNDING**

#### **3.1 Introduction**

The level of commitment of any Government towards any identified sector or issue is usually evident in the level of budgetary provisions towards that identified sector or issue. Without budgetary provisions, policies and plans remain mere wishes that cannot be taken seriously. As a part of the Nigerian Federation, Anambra State Government has an obligation to make budgetary provisions for the attainment of gender equality, the realisation of the human right to feed oneself as well economic empowerment of her citizens. Such budgetary provisions facilitate the improvement of productivity and the standard of living.

As part of efforts to encourage and enhance the productivity of agricultural sector, Anambra State Government makes budgetary provisions for smallholder farmers. These budgetary provisions are usually targeted at ensuring food security among the poor populace. However, there are no specific budgetary provisions for SHWF in the State which should have been a fulfilment of the affirmative action principles of CEDAW, the Beijing Declaration, the National Gender Policy and the Agriculture Promotion Policy. SHWF are a vulnerable group of smallholder farmers who should receive special attention from the Government. This section therefore focuses on discussing the funding channels available in Anambra State from which SHWF will possibly benefit from.

#### **3.2 Budgeted Allocations to SWOFON Activities**

In Anambra State, a multisectoral approach to budgeting is adopted and applied. This means that issues concerning a particular aspect of the socioeconomic lives of the people of Anambra State are not left entirely in the hands of one Ministry, Department or Agency of the State Government (MDA). This is a commendable approach to budgeting and public policy. However, it requires coordination in order to avoid the trap of repetition of activities and programmes by various MDAs.

Given the application of multisectoral approach to budgeting in Anambra State, about eight different MDAs made budgetary provisions for smallholder farmers in the State. These MDAs include:

- ❖ Agricultural Development Project;
- ❖ Fisheries and Aquaculture Development Commission;
- ❖ Ministry of Agriculture;
- ❖ Ministry of Economic Planning, Budget and Development Partners;
- ❖ Ministry of Environment, Beautification and Ecology;
- ❖ Ministry of Social Welfare, Children and Women Affairs
- ❖ Ministry of Trade, Commerce, Markets and Wealth Creation;
- ❖ Office of the Executive Governor.

Out of these eight MDAs, up to four of them have multiple line items that cater for the welfare and economic resources of smallholder farmers, while the remaining four MDAs have very scanty line items that cater for this group of citizens. The budgetary line items are generally for smallholder farmers and not specifically for SHWF in the State. Below is a tabular presentation of the budgetary provisions of Anambra State Government for smallholder farmers.

**Table 2: Budgetary Provisions for Smallholder Farmers (Smallholder Women Farmers inclusive) in Anambra State**

S/ N	Project Code	Project Description	Budgeted Amounts (N'm)				
			2015	2016	2017	2018	2019
<b>Ministry of Agriculture</b>							
1	15001001/2 3050105/01 000001	FGN-Assisted Small Holder Palm Project	16.00	1.22	2.00	3.00	3.00
2	"/"/ 01000002	Small Holder Tree Crops Development	0.00	0.81	1.00	0.00	0.00
3	"/23050101/ 01000003	Produce Storage and Fumigation Scheme	4.00	12.44	8.00	40.00	30.00
4	"/23030112/ 01000005	Credit Facilitated Compre. Irrigation, Drainage & Swamp Dev.	6.00	4.06	8.00	8.00	20.00
5	"/23050101/ 01000008	Seed Multiplication and Horticultural Development Project	17.00	12.84	40.00	100.00	15.00
6	"/23050105/ 01000009	Anambra State Rice Project	600.00	90.59	155.00	200.00	200.00
7	"/23010103/ 01000010	Agricultural Extension Information Services	0.50	9.81	10.00	20.00	10.00
8	"/23040101/ 01000020	Fertilizer Procurement and Distribution	10.00	60.88	50.00	100.00	130.00
9	"/23020113/ 01000023	Procurement of Agro Inputs	30.00	16.09	20.00	512.00	300.00
10	"/23020113/ 01000025	World Bank & ADB Ass. Rural Access & Mobility Project (RAMP)	0.00	0.00	2.00	5.00	5.00
11	"/23020113/ 01000032	Veterinary Field Services	5.00	2.23	5.00	5.00	5.00
12	"/23020113/ 01000056	Artisanal Fisheries Development and Fisheries Statistics	0.00	0.71	0.00	0.00	0.00
13	"/23050101/ 01000068	Community Farm Development Programme	0.00	0.00	5.00	100.00	100.00
<b>Ministry of Agriculture Sub-Total</b>			<b>688.50</b>	<b>211.67</b>	<b>306.00</b>	<b>1,093.00</b>	<b>818.00</b>
<b>Agricultural Development Project</b>							
S/ N	Project Code	Project Description	Budgeted Amounts (N'm)				
			2015	2016	2017	2018	2019

14	15102001/2 3020113/01 000001	IFAD/ABRD/FGN Support for Root and Tuber Expansion Programme	0.00	0.00	0.00	0.00	0.00
15	""/23050101/ 01000002	IFAD/ISDB/FGN Sup. for Nat.Prog.for Food Sec. (NPFS) in Anambra	0.00	0.00	0.00	82.00	82.00
16	""/23050101/ 01000003	IDA support to NATIONAL FADAMA Dev. Project (NFDP – III)	56.50	47.84	6.50	56.50	56.50
17	""/23050101/ 01000004	IITA supt. coord. Cassava Mosaic Dis.(CMD) pre-emptive prog.	0.00	0.00	0.00	0.00	0.00
18	""/23020113/ 01000005	Sustainability of Multi-St. Agric.Dev. Prog.(MSADP-I)	316.70	101.87	10.00	100.00	50.00
19	""/23020113/ 01000007	IFAD/FGN Support for Value Chain Dev. Prog.VCDP)	88.40	67.41	4.86	94.86	94.86
<b>Agricultural Development Project Sub-Total</b>			<b>461.60</b>	<b>217.12</b>	<b>21.36</b>	<b>333.36</b>	<b>283.36</b>
<b>Ministry of Social Welfare, Children &amp; Women Affairs</b>							
20	14001001/2 3050101/07 000006	International Rural Women's Day Celebration	1.00	0.00	1.00	3.00	2.00
21	""/23050101/ 07000007	Assistance to W.C.S/T.U women groups	8.00	5.50	5.00	5.00	2.00
22	""/23010127/ 07000009	Purchase of equipment for Women Cooperative Societies (WCS)	10.00	0.00	6.00	7.00	7.00
23	""/23050101/ 07000017	Poverty eradication programme and loan grant to women co-op	55.00	13.76	60.00	60.00	60.00
24	""/23050101/ 07000053	Poverty Eradication programme and loan/ grants to the elderly	8.00	0.00	5.00	5.00	5.00
25	""/23050101/ 07000074	Micro-credit Loan For Women Co-operative	5.00	3.75	5.00	5.00	5.00
<b>Ministry of Social Welfare, Children &amp; Women Affairs Sub-Total</b>			<b>87.00</b>	<b>23.01</b>	<b>82.00</b>	<b>85.00</b>	<b>81.00</b>
<b>Fisheries and Aquaculture Development Commission</b>							
26	15001701/2 3020113/01 000001	Fish Seed Improvement and Multiplication	0.00	0.00	3.00	10.00	129.50
27	""/23050101/ 01000002	State provision for the National Fish Programme	0.00	0.00	0.00	5.00	2.00
28	""/23020113/ 01000003	Artisanal Fisheries Development and Fisheries Statistics	0.00	0.00	1.00	2.00	2.00
29	""/23020113/ 01000004	Fish Feed Mill	0.00	0.00	0.00	300.00	0.00
30	"/23020113/ 01000055	State provision for the National Fish Programme	0.00	0.00	1.00	0.00	0.00
<b>Fisheries and Aquaculture Development Commission Sub-Total</b>			<b>0.00</b>	<b>0.00</b>	<b>5.00</b>	<b>317.00</b>	<b>133.50</b>
S/ N	Project Code	Project Description	Budgeted Amounts (N'm)				
			2015	2016	2017	2018	2019

<b>Office of the Executive Governor</b>							
31	11001001/2 3050101/13 000009	Special Mandate Projects (Faith-based Micro Credit Scheme)	80.00	215. 73	121. 70	120.0 0	250. 00
32	"/23050101/ 03000001	Sustainable Development Goals(SDGs) Project	61.60	32.4 5	0.00	1160. 00	0.00
<b>Office of the Executive Governor Sub-Total</b>			<b>141.6 0</b>	<b>248. 18</b>	<b>121. 70</b>	<b>1280. 00</b>	<b>250. 00</b>
<b>Ministry of Economic Planning, Budget &amp; Development Partners</b>							
33	38001001/2 3050101/13 000009	State Programme on Food and Nutrition	0.00	3.29	5.00	10.00	10.0 0
<b>Ministry of Economic Planning, Budget &amp; Devt Partners Sub-Total</b>			<b>0.00</b>	<b>3.29</b>	<b>5.00</b>	<b>10.00</b>	<b>10.0 0</b>
<b>Ministry of Environment, Beautification &amp; Ecology</b>							
34	35001001/2 3040102/09 000015	Plants Nursery Establishment for Flood and Erosion Control	0.00	0.00	0.00	5.00	4.00
<b>Ministry of Environment, Beautification &amp; Ecology Sub-Total</b>			<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>5.00</b>	<b>4.00</b>
<b>Ministry of Trade, Commerce, Markets &amp; Wealth Creation</b>							
35	22001001/2 3050101/12 000023	Cooperative Credit Scheme	5.00	3.00	5.00	50.00	0.00
<b>Ministry of Trade, Commerce, Markets &amp; Wealth Creation Sub-Total</b>			<b>5.00</b>	<b>3.00</b>	<b>5.00</b>	<b>50.00</b>	<b>0.00</b>
<b>SHF (SMALLHOLDER FARMERS)</b>			<b>1,38</b>	<b>706.</b>	<b>546.</b>	<b>3173</b>	<b>1,57</b>
<b>TOTAL CAPITAL ALLOCATIONS</b>			<b>3.70</b>	<b>27</b>	<b>06</b>	<b>.36</b>	<b>9.86</b>
<b>TOTAL BUDGETED CAPITAL PROJECTS</b>			<b>110,</b>	<b>52,6</b>	<b>63,2</b>	<b>106,</b>	<b>91,8</b>
			<b>979.</b>	<b>95.9</b>	<b>82.1</b>	<b>431.</b>	<b>34.6</b>
			<b>39</b>	<b>8</b>	<b>3</b>	<b>64</b>	<b>4</b>
<b>SHARE OF SHF TOTAL ALLOCATIONS IN TOTAL BUDGETED CAPITAL EXPENDITURES</b>			<b>1.25</b>	<b>1.34</b>	<b>0.86</b>	<b>2.98</b>	<b>1.72</b>
			<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>

**Source:** Approved Budgets of Anambra State Government of Nigeria (2015 – 2019)

Table 1 above shows that the State Ministry of Agriculture made the highest budgetary provisions based on the number of line items for smallholder farmers in Anambra State. The total number of budget line items that the State Ministry of Agriculture made provisions for stood at 13 in all. However, annual provisions range from 9-line items (as was the case in 2015 fiscal year) to 12-line items (as was the case in 2017 fiscal

year). Within the fiscal years of 2016, 2018 and 2019, annual provisions for line items that fit into the focus of this study stood at 12-line items in each of the fiscal years.

Apart from the number of line items dedicated to smallholder farmers in the annual budgets of the State Ministry of Agriculture, the values of the Ministry's budget also exceeded those of other MDAs in each of the fiscal years under consideration. The only exception occurred in 2018 when that of the Office of the Executive Governor exceeded that of the Ministry of Agriculture. In 2015 fiscal year, the State Ministry of Agriculture allocated the total sum of ₦688.50 million to the 9 projects that target smallholder farmers. Incidentally, though the number of projects increased to 11 projects in 2016 fiscal year, yet the aggregate amount that the State Ministry of Agriculture allocated to the projects drastically decreased to ₦211.67 million.

The budgetary allocations of the State Ministry of Agriculture to smallholder farmers increased in 2017 in terms of the number of projects from 11 projects in 2016 fiscal year to 12 projects in 2017 fiscal year, but moved back to 11 projects in 2018 fiscal year. The allocations equally increased in terms of value from ₦211.67 million in 2016 to ₦306.00 million in 2017, and further increased to ₦1.093 billion in 2018 fiscal year. In 2019 fiscal year, the budgetary allocations of the State Ministry of Agriculture remained at 11 projects, but the value reduced to ₦818.00 million. In all, the State Ministry of Agriculture made budgetary provisions of the sum of ₦3.117 billion that could possibly benefit smallholder farmers between 2015 and 2019 fiscal years.

In terms of number of line items (projects) focused on smallholder farmers in the annual budgets of the State, the Anambra Agricultural Development Project (AN-ADP) and the State Ministry of Social Welfare, Children and Women Affairs made budgetary provisions for equal number of projects – 6 projects. However, in 2015 fiscal year, the budgetary provision of the AN-ADP for projects targeted at smallholder farmers stood at the sum of ₦461.60 million, while that of State Ministry of Social Welfare, Children and Women Affairs stood at the sum of ₦87.00 million. The 2016 fiscal year witnessed a general decline in the budgetary allocations of the two MDAs to the subject matter of this study. The budgetary provision of the AN-ADP for smallholder farmers declined from the sum of ₦461.60 million in 2015 to the sum of ₦217.12 million in 2016, while that of the State Ministry of Social Welfare, Children and Women Affairs for smallholder farmers also declined from ₦87.00 million in 2015 to ₦23.01 million in 2016 fiscal year. There was a further decline in the budgetary provisions of the State ADP for smallholder farmers in 2017 fiscal year, while the budgetary provisions of the State Ministry of Social Welfare, Children and Women Affairs for smallholder farmers increased. There were improvements in the value of the budgetary provisions of the two MDAs for smallholder farmers in 2018 fiscal year. The budgetary provision of the AN-ADP for smallholder farmers declined from ₦217.12 million in 2016 to ₦21.36 million in 2017 and later increased to ₦333.36 million in 2018 fiscal year. On the other hand, the budgetary provision of the State Ministry of Social Welfare, Children and Women Affairs for smallholder farmers increased from ₦23.01 million in 2016 to ₦82.00 million in 2017 and further increased to ₦85.00 million in 2018 fiscal year. The

budgetary provision of the AN-ADP for smallholder farmers declined from ₦333.36 million in 2018 to ₦283.36 million in 2019, just as that of the State Ministry of Social Welfare, Children and Women Affairs for smallholder farmers also declined from ₦85.00 million in 2018 to ₦81.00 million in 2019 fiscal year. Within the five fiscal years of 2015 – 2019, aggregate budgetary allocations of the AN-ADP to smallholder farmers stood at the sum of ₦1.317 billion. Similarly, aggregate budgetary allocations of the State Ministry of Social Welfare, Children and Women Affairs for smallholder farmers for the five fiscal years of 2015 – 2019 stood at the sum of ₦358.01 million.

In terms of the number of budgetary projects focused on smallholder farmers in Anambra State, the fourth highest allocations came from Fisheries and Aquaculture Development Commission. In 2015 and 2016 fiscal years, the Fisheries and Aquaculture Development Commission in Anambra State had no budgetary allocations for projects that pertain to smallholder farmers. But in 2017 fiscal year, the Fisheries and Aquaculture Development Commission in Anambra State allocated the total sum of ₦5.00 million to 3 projects that target smallholder farmers. In 2018 fiscal year, the number of projects increased to 4, while the value of the projects also increased to ₦317.00 million. There was a decline in both the number and the value of projects from 4 projects in 2018 fiscal year to 3 projects in 2019 fiscal year, and from ₦317.00 million in 2018 fiscal year to ₦133.50 million in 2019 fiscal year. Throughout the five fiscal years of 2015 – 2019, Anambra State Fisheries and Aquaculture Development Commission made aggregate budgetary provisions of the sum of ₦455.50 million for smallholder farmers.

The Office of the Executive Governor of Anambra State had only 2 budget line items that are focused on smallholder farmers (SHWF inclusive) in Anambra State within the study period. In 2015 fiscal year, the Office allocated the sum of ₦141.60 million to the 2 projects that target smallholder farmers, and increased the allocation to ₦248.18 million in 2016 fiscal year. Only one of the projects made it into the budget in 2017 fiscal year and got an allocation of ₦121.70 million – a decline of over 50 percent from the allocation of the previous fiscal year. In 2018, the two projects came back to the budget of the Office of the Executive Governor and got an allocation that was more than 10 times the 2017 fiscal year's value of the allocations – from ₦121.70 million in 2017 fiscal year to ₦1.28 billion in 2018 fiscal year. However, in 2019 fiscal year, only one of the projects was retained in the budget of the Office of the Executive Governor of Anambra State and the project got a budgetary allocation of ₦250.00 million. Therefore, the Office of the Executive Governor allocated the aggregate sum of ₦2.041 billion to projects that would likely benefit SHWF in Anambra State within the period of 2015 – 2019 fiscal years.

Each of the Ministry of Economic Planning, Budget and Development Partners; Ministry of Environment, Beautification and Ecology, and the Ministry of Trade, Commerce, Markets & Wealth Creation made budgetary provisions for a single project targeted at smallholder farmers in Anambra State. In 2015, each of the Ministry of Economic Planning, Budget and Development Partners and the Ministry of

Environment, Beautification & Ecology had no budgetary provisions for the single line items they had, but the Ministry of Trade, Commerce, Markets & Wealth Creation allocated the sum of ₦5.00 million to the single line item. In 2016 and 2017 fiscal years, the State Ministry of Environment, Beautification & Ecology continued without budgetary provisions for the single line item. On the other hand, the State Ministry of Economic Planning, Budget and Development Partners allocated the sums of ₦3.29 million and ₦5.00 million respectively in 2016 and 2017 fiscal years to the single line item it had for smallholder farmers in the State. In the same way, the State Ministry of Trade, Commerce, Markets & Wealth Creation allocated the sums of ₦3.00 million and ₦5.00 million respectively in 2016 and 2017 fiscal years to the single line item it had for smallholder farmers in the State. In each of 2018 and 2019 fiscal years, the State Ministry of Economic Planning, Budget and Development Partners allocated the sum of ₦10.00 million to her only project that focused on smallholder farmers. In a slightly different scenario, the State Ministry of Environment, Beautification and Ecology allocated the sums of ₦5.00 million and ₦4.00 million respectively in 2018 and 2019 fiscal years to her only project that focused on smallholder farmers. On the other hand, the State Ministry of Trade, Commerce, Markets and Wealth Creation allocated the sums of ₦50.00 million in 2018 fiscal year and nothing in 2019 fiscal year to her only project that focused on smallholder farmers in the State. In summary, the State Ministry of Economic Planning, Budget and Development Partners allocated the aggregate sum of ₦28.29 million to her only project that focused on smallholder farmers throughout the study period of 2015 – 2019 fiscal years. The State Ministry of Environment, Beautification and Ecology allocated the aggregate sum of ₦9.00 million to her only project that focused on smallholder farmers throughout the study period of 2015 – 2019 fiscal years. The State Ministry of Trade, Commerce, Markets and Wealth Creation allocated the aggregate sum of ₦63.00 million to her only project that focused on smallholder farmers within the study period of 2015 – 2019 fiscal years.

From the analysis above, the aggregate sum of ₦1.384 billion was provided for smallholder farmers in the 2015 fiscal year, and this budgetary provision declined to ₦706.27 million in 2016 fiscal year. After declining further to ₦546.06 million in 2017 fiscal year, aggregate budgetary provisions for smallholder farmers increased to the sum of ₦3.17 billion in 2018 fiscal year. This aggregate allocation once again decreased to the sum of ₦1.58 billion in 2019 fiscal year, and therefore came to the aggregate sum of ₦7.389 billion within the study period of 2015 – 2019 fiscal years.

On the other hand, total capital expenditures budgets of Anambra State Government stood at the sum of ₦110.979 billion in 2015 fiscal year, but declined to ₦52.696 billion in 2016 fiscal year. The total capital expenditures budgets of Anambra State Government increased consecutively in 2017 and 2018 fiscal years to the sums of ₦63.282 billion and ₦106.432 billion respectively. The total capital expenditures budgets of Anambra State Government decreased to the sum of ₦91.835 billion in the 2019 fiscal year, and therefore came to the aggregate sum of ₦425.224 billion within the study period of 2015 – 2019 fiscal years.

Based on the data presented above, the proportion of total capital allocation to smallholder farmers in total capital expenditures budget of Anambra State as at 2015 fiscal year stood at 1.25 percent. This proportion increased to 1.34 percent in 2016 fiscal year, before declining to 0.86 percent in 2017 fiscal year. The proportion of capital project allocations to smallholder farmers in Anambra State total budgeted capital expenditures increased to 2.98 percent in 2018 fiscal year, before declining to 1.72 percent in 2019 fiscal year. In summary, the proportion of aggregate capital project allocations to smallholder farmers in Anambra State aggregate budgeted capital expenditures stood at 1.74 percent within the study period of 2015 – 2019 fiscal years.

Having looked at the amounts allocated to capital projects that could be enjoyed by SHWF in Anambra State, it is equally important to look at these amounts in terms of their shares in the total allocations of the eight focal MDAs. Table 3 and Figure 1 below present the tabular and graphical analysis of the shares of the capital allocations to smallholder farmers in the capital expenditures budgets of the critical MDAs.

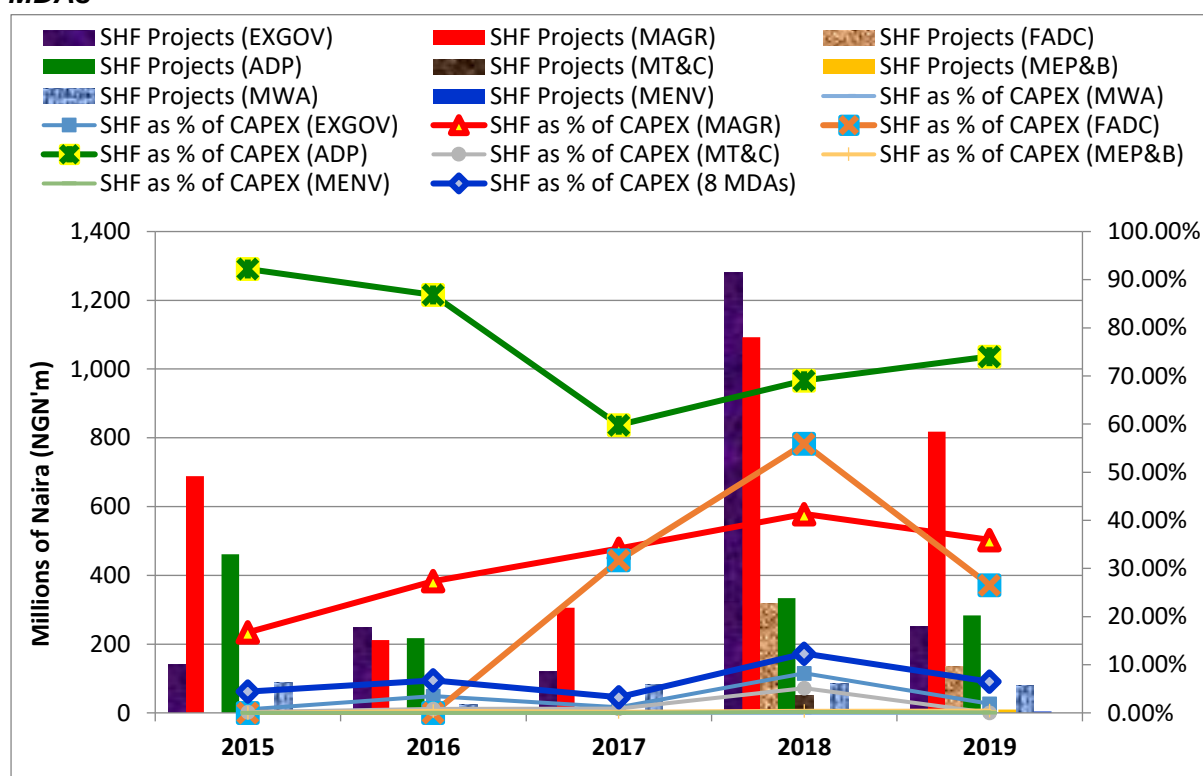
**Table 3: Budgetary Provisions for Capital Expenditures (CAPEX) Across the Eight Focal MDAs in Anambra State**

MDA	Budgeted Amounts (N'm)				
	2015	2016	2017	2018	2019
Office of the Exec. Governor	19,596.0	7,088.4	10,590.5	15,547.0	13,372.6
Ministry of Agriculture	4,114.10	773.00	897.00	2,645.00	2,276.52
Fisheries and Aquaculture Development Commission	0.00	0.00	15.77	567.00	503.50
Agricultural Development Project	500.60	250.00	35.71	482.71	382.71
Ministry of Trade, Commerce, Markets & Wealth Creation	3,416.91	350.00	560.00	974.00	1,367.00
Ministry of Economic Planning, Budget & Dev't Partners	945.78	803.42	2,299.40	2,466.00	2,125.00
Ministry of Social Welfare, Children & Women Affairs	430.20	280.00	395.40	654.70	720.00
Ministry of Environment, Beautification & Ecology	2,131.55	900.00	1,992.17	2,403.50	3,608.61
<b>Total of the 8 MDAs</b>	<b>31,135.1</b>	<b>10,444.9</b>	<b>16,785.9</b>	<b>25,739.9</b>	<b>24,356.0</b>
<b>Total of Capital Projects for Smallholder Women Farmers within the 8 MDAs</b>	<b>1,383.70</b>	<b>706.27</b>	<b>546.06</b>	<b>3,173.36</b>	<b>1,579.86</b>

**Source:** Approved Budgets of Anambra State Government of Nigeria (2015 – 2019)



**Figure 1: Budgetary Provisions for Smallholder Women Farmers across the Eight Focal MDAs**



**Source:** Data extracted from the Approved Budgets of Anambra State Government of Nigeria (2015 – 2019)

Figure 1 above shows that out of the eight (8) focal MDAs responsible for budgeting for SHWF in Anambra State, AN-ADP consistently had the highest proportion of agency’s allocation that are devoted to the course of smallholder women farmers in the State. In addition, the State Ministry of Agriculture had the second highest proportion of agency’s allocation that are devoted to the course of small holder farmers in the State, except in 2018 fiscal year, when it was overtaken by Fisheries and Aquaculture Development Commission.

Succinctly, Table 3 and Figure 1 above show that Agricultural Development Project (ADP) got budgetary allocations of ₦500.600 million, ₦250.000 million, ₦35.710 million, ₦482.710 million, and ₦382.710 million for capital expenditures in 2015, 2016, 2017, 2018 and 2019 fiscal years respectively. Within these fiscal years, the sums of ₦461.600 million, ₦217.118 million, ₦21.360 million, ₦333.360 million and ₦283.360 million were allocated to projects that were of direct benefits to small holder farmers in 2015, 2016, 2017, 2018 and 2019 fiscal years respectively. These amounts represent 92.21 percent, 86.85 percent, 59.82 percent, 69.06 percent and 74.04 percent of the total capital expenditures allocated to AN-ADP in 2015, 2016, 2017, 2018 and 2019 fiscal years respectively.

Similarly, the State Ministry of Agriculture got budgetary allocations of ₦4.114 billion, ₦773.000 million, ₦897.000 million, ₦2.645 billion, and ₦2.277 billion for capital expenditures in 2015, 2016, 2017, 2018 and 2019 fiscal years respectively. Within

these fiscal years, the Ministry of Agriculture allocated the sums of ~~₦688.500 million~~, ~~₦211.673 million~~, ~~₦306.000 million~~, ~~₦1.093 billion~~ and ~~₦818.000 million~~ to projects that were of direct benefits to small holder farmers in 2015, 2016, 2017, 2018 and 2019 fiscal years respectively. The allocated amounts to projects that benefit smallholder farmers represents 16.74 percent, 27.38 percent, 34.11 percent, 41.32 percent and 35.93 percent of the total budgeted capital expenditures of the Ministry of Agriculture in 2015, 2016, 2017, 2018 and 2019 fiscal years respectively.

Fisheries and Aquaculture Development Commission had no budgetary provisions in 2015 and 2016 fiscal years. However, the Commission got budgetary allocations of ~~₦15.765 million~~, ~~₦567.000 million~~ and ~~₦503.500 million~~ for capital expenditures in 2017, 2018 and 2019 fiscal years respectively. Within these fiscal years, the Commission allocated the sums of ~~₦5.000 million~~, ~~₦317.000 million~~ and ~~₦133.500 million~~ to projects that were of direct benefit to smallholder farmers in 2017, 2018 and 2019 fiscal years respectively. The allocated amounts to projects that could benefit SHWF represent 31.72 percent, 55.91 percent and 26.51 percent of the total budgeted capital expenditures of the Commission in 2017, 2018 and 2019 fiscal years respectively.

Furthermore, the State Ministry of Social Welfare, Children and Women Affairs got budgetary allocations of ~~₦430.200 million~~, ~~₦280.000 million~~, ~~₦395.400 million~~, ~~₦654.700 million~~, and ~~₦720.000 million~~ for capital expenditures in 2015, 2016, 2017, 2018 and 2019 fiscal years respectively. Within these fiscal years, the Ministry allocated the sums of ~~₦87.000 million~~, ~~₦23.010 million~~, ~~₦82.000 million~~, ~~₦85.000 million~~ and ~~₦81.000 million~~ to projects that were of direct benefits to SHWF in 2015, 2016, 2017, 2018 and 2019 fiscal years respectively. The allocated amounts to projects that benefit SHWF represent 20.22 percent, 8.22 percent, 20.74 percent, 12.98 percent and 11.25 percent of the total budgeted capital expenditures of the Ministry of Social Welfare, Children and Women Affairs in 2015, 2016, 2017, 2018 and 2019 fiscal years respectively. It is pertinent to note that while the allocations in other MDAs could benefit male and female small holder farmers, the allocations of this Ministry are most likely to target only SHWF.

Statistical facts presented in Table 3 and Figure 1 above also show that as at 2015, the Office of the Executive Governor of Anambra State had a total capital expenditures budget of ~~₦19.596 billion~~. Out of this amount, the sum of ~~₦141.600 million~~ (representing 0.72 percent of the total capital expenditure allocation to the Office of the Executive Governor) was allocated to projects that could be of direct benefit to small holder farmers. Similarly, the Office of the Executive Governor of Anambra State got budgetary allocation of ~~₦7.088 billion~~, ~~₦10.591 billion~~, ~~₦15.547 billion~~, and ~~₦13.373 billion~~ for capital expenditures in 2016, 2017, 2018 and 2019 fiscal years respectively. Within these fiscal years, the sums of ~~₦248.176 million~~, ~~₦121.700 million~~, ~~₦1.280 billion~~ and ~~₦250.000 million~~ were allocated to projects that could be of direct benefit to small holder farmers in 2016, 2017, 2018 and 2019 fiscal years respectively. These amounts represent 3.50 percent, 1.15 percent, 8.23 percent and 1.87 percent

of the total capital expenditures allocations to the Office of the Executive Governor in 2016, 2017, 2018 and 2019 fiscal years respectively.

The rest of the MDAs (Ministry of Environment, Beautification and Ecology; Ministry of Trade, Commerce, Markets and Wealth Creation; and Ministry of Economic Planning, Budget and Development Partners) allocated less than 1 percent of their annual capital expenditures budgets to projects that could benefit SHWF in most of the fiscal years. Based on all the above, the eight (8) focal MDAs got the aggregate sums of ₦31.135 billion, ₦10.445 billion, ₦16.786 billion, ₦25.740 billion, and ₦24.356 billion for capital expenditures in 2015, 2016, 2017, 2018 and 2019 fiscal years respectively. Within these fiscal years, the eight MDAs allocated the aggregate sums of ₦1.384 billion, ₦706.273 million, ₦546.060 million, ₦3.173 billion and ₦1.580 billion to projects that were of direct benefit to smallholder women farmers in 2015, 2016, 2017, 2018 and 2019 fiscal years respectively. The allocated amounts to projects that benefit smallholder women farmers therefore represent 4.44 percent, 6.76 percent, 3.25 percent, 12.33 percent and 6.49 percent of the total budgeted capital expenditures of the eight MDAs in 2015, 2016, 2017, 2018 and 2019 fiscal years respectively.

### 3.3 Actual Expenditures on Small Holder Farmers Activities

Making budgetary provisions for projects that will directly impact on the activities and programmes of small holder farmers generally or SHWF in particular is one important step, while implementing or executing the projects is a more important step. There are several reasons for which the budgeted projects may not be implemented. One of such reasons as often highlighted in budget implementation reports has to do with revenue shortfall. It is therefore important to also look at the extent to which Anambra State Government has been able to implement those projects that are targeted at small holder farmers in recent years. Table 4 below presents actual budget implementation across the eight focal MDAs of our study.

**Table 4: Actual Expenditures for Smallholder Women Farmers in Anambra State**

S/ N	Project Code	Project Description	Budgeted Amounts (₦'m)			
			2015	2016	2017	2018
<b>Ministry of Agriculture</b>						
1	15001001/2305 0105/01000001	FGN-Assisted Small Holder Palm Project	0.00	0.11	0.00	0.00
2	""/ 01000002	Small Holder Tree Crops Devt	0.00	0.00	0.00	0.00
3	""/23050101/01 000003	Produce Storage and Fumigation Scheme	0.00	6.50	7.60	0.00
4	""/23030112/01 000005	Credit Facilitated Compre. Irrigation, Drainage & Swamp Dev.	6.00	2.00	7.98	0.00
5	""/23050101/01 000008	Seed Multiplication and Horticultural Development Project	17.00	7.00	37.90	6.93

6	"/23050105/01000009	Anambra State Rice Project	0.00	69.63	154.03	82.14
7	"/23010103/01000010	Agricultural Extension Information Services	0.00	0.00	9.25	20.00
8	"/23040101/01000020	Fertilizer Procurement and Distribution	2.00	0.00	49.94	83.49
9	"/23020113/01000023	Procurement of Agro Inputs	0.00	3.63	20.00	0.00
10	"/23020113/01000025	World Bank & ADB Ass. Rural Access & Mobility Project (RAMP)	0.00	0.00	1.94	0.44
11	"/23020113/01000032	Veterinary Field Services	1.00	1.50	0.00	0.00
12	"/23020113/01000056	Artisanal Fisheries Development and Fisheries Statistics	0.00	0.00	0.00	0.00
13	"/23050101/01000068	Community Farm Development Programme	0.00	0.00	0.00	0.00
<b>Ministry of Agriculture Sub-Total</b>			<b>26.00</b>	<b>90.36</b>	<b>288.64</b>	<b>192.99</b>
<b>Agricultural Development Project</b>						
14	15102001/23020113/01000001	IFAD/ABRD/FGN Support for Root and Tuber Expansion Programme	0.00	0.00	0.00	0.00
15	"/23050101/01000002	IFAD/ISDB/FGN Sup. for Nat.Prog.for Food Sec. (NPFS) in Anam	0.00	0.00	0.00	0.00
16	"/23050101/01000003	IDA support to NATIONAL FADAMA Dev. Project (NFDP – III)	0.00	657.66	0.00	56.36
17	"/23050101/01000004	IITA supt. coord. Cassava Mosaic Dis.(CMD) pre-emptive prog.	0.00	0.00	0.00	0.00
18	"/23020113/01000005	Sustainability of Multi-St. Agric.Dev. Prog.(MSADP-I)	0.00	0.00	0.00	0.00
19	"/23020113/01000007	IFAD/FGN Support for Value Chain Dev. Prog.VCDP)	30.00	0.00	0.00	0.00
<b>Agricultural Development Project Sub-Total</b>			<b>30.00</b>	<b>657.66</b>	<b>0.00</b>	<b>56.36</b>
<b>Ministry of Social Welfare, Children &amp; Women Affairs</b>						
20	14001001/23050101/07000006	International Rural Women's Day Celebration	1.00	0.00	0.00	0.00
21	"/23050101/07000007	Assistance to W.C.S/T.U women groups	0.00	5.50	0.00	0.00
22	"/23010127/07000009	Purchase of equipment for Women Cooperative Societies (WCS)	0.00	0.00	3.00	5.00
23	"/23050101/07000017	Poverty eradication programme and loan grant to women co-op	30.00	13.76	60.00	59.00

24	"/23050101/07000053	Poverty Eradication programme and loan/ grants to the elderl	0.00	0.00	0.00	0.00
25	"/23050101/07000074	Micro-credit Loan for Women Co-operative	0.00	3.65	0.00	0.00
<b>Ministry of Social Welfare, Children &amp; Women Affairs Sub-Total</b>			<b>31.00</b>	<b>22.91</b>	<b>63.00</b>	<b>64.00</b>
<b>Fisheries and Aquaculture Development Commission</b>						
26	15001701/23020113/01000001	Fish Seed Improvement and Multiplication	0.00	0.00	0.00	0.00
27	"/23050101/01000002	State provision for the National Fish Programme	0.00	0.00	0.00	0.00
28	"/23020113/01000003	Artisanal Fisheries Development and Fisheries Statistics	0.00	0.00	0.00	0.00
29	"/23020113/01000004	Fish Feed Mill	0.00	0.00	0.00	0.00
30	"/23020113/01000055	State provision for the National Fish Programme	0.00	0.00	0.00	0.00
<b>Fisheries &amp; Aquaculture Development Comm. Sub-Total</b>			<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>
<b>Office of the Executive Governor</b>						
31	11001001/23050101/13000009	Special Mandate Projects (Faith-based Micro Credit Scheme)	41.34	84.55	112.70	80.08
32	"/23050101/03000001	Sustainable Development goals (SDGs) Project	38.76	0.00	0.00	57.02
<b>Office of the Executive Governor Sub-Total</b>			<b>80.10</b>	<b>84.55</b>	<b>112.70</b>	<b>137.10</b>
<b>Ministry of Economic Planning, Budget &amp; Development Partners</b>						
33	38001001/23050101/13000009	State Programme on Food and Nutrition	0.00	0.00	0.00	2.50
<b>Ministry of Economic Planning, Budget &amp; Devt Partners Sub-Total</b>			<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>2.50</b>
<b>Ministry of Environment, Beautification &amp; Ecology</b>						
34	35001001/23040102/09000015	Plants Nursery establishment for flood and erosion control	0.00	0.00	0.00	0.00
<b>Ministry of Environment, Beautification &amp; Ecology Sub-Total</b>			<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>
<b>Ministry of Trade, Commerce, Markets &amp; Wealth Creation</b>						
35	22001001/23050101/12000023	Cooperative credit scheme	0.00	0.00	0.00	0.00
<b>Ministry of Trade, Commerce, Markets &amp; Wealth Creation Sub-Total</b>			<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>

<b>SHF (SMALLHOLDER FARMERS) TOTAL CAPITAL PROJECTS</b>	<b>167.10</b>	<b>855.48</b>	<b>464.34</b>	<b>452.95</b>
<b>TOTAL EXECUTED CAPITAL PROJECTS OF ANAMBRA STATE GOVERNMENT</b>	<b>23,367.24</b>	<b>31,715.33</b>	<b>56,591.38</b>	<b>50,582.77</b>
<b>SHARE OF SHF TOTAL PROJECTS IN TOTAL EXECUTED CAPITAL PROJECTS OF ANAMBRA STATE GOVT</b>	<b>0.72%</b>	<b>2.70%</b>	<b>0.82%</b>	<b>0.90%</b>

*Source: Approved Budgets of Anambra State Government of Nigeria (2015 – 2020)*

Table 4 above shows the projects implemented by the eight focal MDAs of Anambra State Government, which made budgetary provisions for line items enjoyed primarily by smallholder farmers in Anambra State. The Table equally shows the values of the implemented projects. The data presented in Table 4 above will be better appreciated when viewed side by side with the actual capital expenditures of the focal MDAs. Therefore, this study presents Table 5 below which shows the values of actual capital expenditures of the eight focal MDAs.

**Table 5: Actual Capital Expenditures (CAPEX) Across the Eight Focal MDAs in Anambra State**

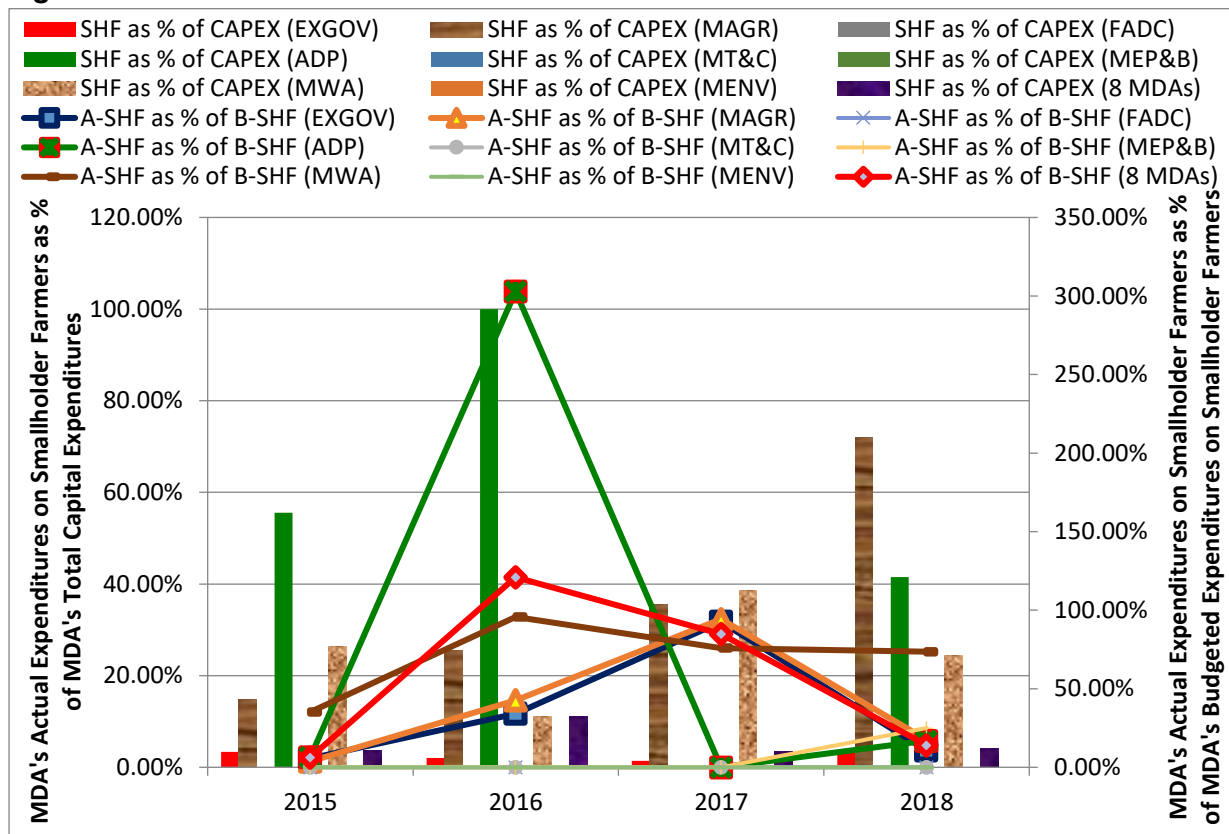
MDA	Budgeted Amounts (₦'m)			
	2015	2016	2017	2018
Office of the Executive Governor	2,383.46	4,126.84	7,953.31	4,128.46
Ministry of Agriculture	176.00	355.85	810.90	267.94
Fisheries and Aquaculture Development Commission	0.00	0.00	0.00	0.00
Agricultural Development Project	54.00	657.66	0.00	135.70
Ministry of Trade, Commerce, Markets & Wealth Creation	88.83	49.37	317.41	99.31
Ministry of Economic Planning, Budget & Development Partners	615.47	372.40	2,206.92	3,625.12
Ministry of Social Welfare, Children & Women Affairs	117.20	208.50	163.51	262.63
Ministry of Environment, Beautification & Ecology	1,108.95	1,942.89	1,637.36	2,271.80
<b>Total of the 8 MDAs</b>	<b>4,543.90</b>	<b>7,713.51</b>	<b>13,089.4</b>	<b>10,790.96</b>
<b>Total of Capital Projects for Smallholder Women Farmers within the 8 MDAs</b>	<b>167.10</b>	<b>855.48</b>	<b>464.34</b>	<b>452.95</b>

*Source: Approved Budgets of Anambra State Government of Nigeria (2015 – 2020)*

Given that Tables 4 and 5 above have to do with actual capital expenditures of the focal MDAs (one of which is on the actual projects that can benefit SHWF, while the other is on the total actual capital projects of the MDAs), this study presents the comparative statistics in Figure 2 below. Table 2 above shows that the Office of the Executive Governor of Anambra State budgeted the sums of ₦141.6 million, ₦248.176

million, ₦121.700 million, ₦1.280 billion and ₦250.000 million for smallholder farmers in 2015, 2016, 2017, 2018 and 2019 fiscal years respectively. Tables 4 above shows that within the same period, the Office actually spent ₦80.10 million, ₦84.55 million, ₦112.70 million and ₦137.10 million on projects that pertain to smallholder farmers in 2015, 2016, 2017 and 2018 fiscal years respectively. Figure 2 shows that the actually implemented amounts represent 3.36 percent, 2.05 percent, 1.42 percent and 3.32 percent of the total implemented capital projects of the Office of the Executive Governor in 2015, 2016, 2017 and 2018 fiscal years respectively – **an annual average of 2.54 percent** of actual expenditures of the Office. The amounts spent by the Office of the Executive Governor on projects that could benefit SHWF equally represent 56.57 percent, 34.07 percent, 92.60 percent and 10.71 percent of the amounts that the Office budgeted for those projects in 2015, 2016, 2017 and 2018 fiscal years respectively – **an annual average of 48.49 percent** of the budgeted amounts for those projects.

**Figure 2: Actually Implemented Projects for Smallholder Women Farmers across the Eight Focal MDAs**



**Source:** Data collected from the Approved Budgets of Anambra State Government of Nigeria (2015 – 2020)

Figure 2 above equally summarises the fact that AN-ADP budgeted the sums of ₦461.600 million, ₦217.118 million, ₦21.360 million, ₦333.360 million and ₦283.360 million for capital projects that were of direct benefits to smallholder farmers in 2015, 2016, 2017, 2018 and 2019 fiscal years respectively. Within the period, AN-ADP

actually spent ~~₦~~30.00 million, ~~₦~~657.66 million, ~~₦~~0.00 million and ~~₦~~56.36 million on projects that pertain to smallholder farmers in 2015, 2016, 2017 and 2018 fiscal years respectively. The actually implemented amounts therefore represent 55.56 percent, 100.00 percent, 0.00 percent and 41.53 percent of the total implemented capital projects of ADP in 2015, 2016, 2017 and 2018 fiscal years respectively – **an annual average of 49.27 percent** of actual expenditures of the Agency. The amounts spent by AN-ADP on projects that benefit smallholder women farmers equally represent 6.50 percent, 302.90 percent, 0.00 percent and 16.91 percent of the amounts that AN-ADP budgeted for those projects in 2015, 2016, 2017 and 2018 fiscal years respectively – **an annual average of 81.58 percent** of the budgeted amounts for those projects. It is important to point out that the very high proportion of implemented projects in 2016 fiscal year is a direct function of **IDA support to National Fadama Development Project (NFDP – III)** for which the sum of ~~₦~~47.84 million was budgeted, and the sum of ~~₦~~657.66 million was actually spent. This explains one of the major challenges of managing donor-supported programmes across Nigerian States.

Similarly, Anambra State Ministry of Agriculture budgeted the sums of ~~₦~~688.500 million, ~~₦~~211.673 million, ~~₦~~306.000 million, ~~₦~~1.093 billion and ~~₦~~818.000 million for projects that were of direct benefits to smallholder farmers in 2015, 2016, 2017, 2018 and 2019 fiscal years respectively. Of these amounts, the Ministry actually spent the sums of ~~₦~~26.00 million, ~~₦~~90.36 million, ~~₦~~288.64 million and ~~₦~~192.99 million on projects that pertain to smallholder farmers in 2015, 2016, 2017 and 2018 fiscal years respectively. The actually implemented projects therefore represent 14.77 percent, 25.39 percent, 35.60 percent and 72.03 percent of the total implemented capital projects of the State Ministry of Agriculture in 2015, 2016, 2017 and 2018 fiscal years respectively – **an annual average of 36.95 percent** of actual expenditures of the Ministry. The amounts spent by the Ministry on projects that could benefit smallholder women farmers equally represent 3.78 percent, 42.69 percent, 94.33 percent and 17.66 percent of the amounts that the Ministry budgeted for those projects in 2015, 2016, 2017 and 2018 fiscal years respectively – **an annual average of 39.61 percent** of the budgeted amounts for those projects.

In the same way, Anambra State Ministry of Social Welfare, Children and Women Affairs budgeted the sums of ~~₦~~87.000 million, ~~₦~~23.010 million, ~~₦~~82.000 million, ~~₦~~85.000 million and ~~₦~~81.000 million for projects that were of direct benefits to smallholder women farmers in 2015, 2016, 2017, 2018 and 2019 fiscal years respectively. Of these amounts, the Ministry actually spent the sums of ~~₦~~31.00 million, ~~₦~~22.91 million, ~~₦~~63.00 million and ~~₦~~64.00 million on projects that pertain to SHWF in 2015, 2016, 2017 and 2018 fiscal years respectively. The actually implemented projects therefore represent 26.45 percent, 10.99 percent, 38.53 percent and 24.37 percent of the total implemented capital projects of the State Ministry of Social Welfare, Children and Women Affairs in 2015, 2016, 2017 and 2018 fiscal years respectively – **an annual average of 25.08 percent** of actual expenditures of the Ministry. The amounts spent by the Ministry on projects that benefit smallholder women farmers equally represent 35.63 percent, 99.57 percent, 76.83 percent and 75.29 percent of



the amounts that the Ministry budgeted for those projects in 2015, 2016, 2017 and 2018 fiscal years respectively – **an annual average of 71.83 percent** of the budgeted amounts for those projects.

The levels of implementation of budgeted projects by the rest of focal MDAs were very insignificant. In some of the MDAs, there was no implementation at all (as was the case with Fisheries and Aquaculture Development Commission; and Ministry of Trade, Commerce, Markets and Wealth Creation). As a result, the eight focal MDAs budgeted the sums of ₦1.384 billion, ₦706.273 million, ₦546.060 million, ₦3.173 billion and ₦1.580 billion for projects that could benefit SHWF in 2015, 2016, 2017, 2018 and 2019 fiscal years respectively. Of these amounts, the eight focal MDAs actually spent the aggregate sums of ₦167.10 million, ₦855.48 million, ₦464.34 million and ₦452.95 million on projects that pertain to smallholder farmers in 2015, 2016, 2017 and 2018 fiscal years respectively. The actually implemented projects therefore represent 3.68 percent, 11.09 percent, 3.55 percent and 4.20 percent of the total implemented capital projects of the eight focal MDAs in 2015, 2016, 2017 and 2018 fiscal years respectively – **an annual average of 5.63 percent** of actual expenditures of the MDAs. The amounts spent by the eight focal MDAs on projects that could benefit smallholder women farmers equally represent 12.08 percent, 121.13 percent, 85.04 percent and 14.27 percent of the amounts that the focal MDAs budgeted for those projects in 2015, 2016, 2017 and 2018 fiscal years respectively – **an annual average of 58.13 percent** of the budgeted amounts for those projects.

## Chapter Four

### OTHER FUNDING ISSUES AND RESEARCH

#### 4.1 Other Funding Sources

These are other funding sources beyond the budget of Anambra State Government. Many of them are from the federal level but are available for accessing by states across the federation including Anambra State. The provision of some of them will be reviewed.

**A. Commercial Agriculture Credit Scheme:** This is an initiative of the Central Bank of Nigeria (CBN) in collaboration with the Federal Government represented by the Federal Ministry of Agriculture and Rural Development (FMARD). The Scheme is financed from a N200 billion three-year bond raised by the Debt Management office and complements other special funds of the CBN in providing concessionary funding for agriculture, such as the Agriculture Credit Guarantee Scheme which targets small scale farmers, Interest Draw Back Scheme, Agricultural Credit Support Scheme, etc. The objectives of the Scheme are:<sup>45</sup>

*“To fast track development of the agriculture sector of the Nigerian economy by providing credit facilities to commercial agriculture enterprises at a single digit interest rate: Enhance national food security by increasing food supply and effecting lower agriculture produce and product prices, thereby promoting low food inflation: Reduce the cost of agriculture production to enable farmers exploit the potentials of the sector: Increase output, generate employment, diversify the revenue base, increase foreign exchange earnings and provide input for the industrial sector on a sustainable basis”.*<sup>46</sup>

The Scheme covers production,<sup>47</sup> processing,<sup>48</sup> storage<sup>49</sup>, farm input supplies<sup>50</sup> and marketing.<sup>51</sup> The Scheme is targeting commercial enterprises which it defined as:

*“For the purpose of the Scheme, a commercial enterprise is any farm or agro-based enterprise with agricultural asset (excluding land) of not less than N100 million for an integrated farm with prospects of growing the assets to N250 million within the next three years and N50 million for non-integrated farms/agro-enterprise with prospects of*

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<sup>45</sup> <https://www.cbn.gov.ng/Out/2014/DFD/CACS%20GUIDELINES%20NEW-4th%20May%202014.pdf>

<sup>46</sup> <https://www.cbn.gov.ng/Out/2014/DFD/CACS%20GUIDELINES%20NEW-4th%20May%202014.pdf>

<sup>47</sup> Cash Crops: Cotton, Oil Palm, Fruit Trees. Rubber, Sugar Cane, Jatropha Carcus and Cocoa. Food Crops: Rice, Wheat, Cassava, Maize/Soya, Beans/Millet, Tomatoes and Vegetables. Poultry: Broilers and Eggs Production. Livestock: Meat, Dairy and Piggery. Aquaculture: Fingerlings and Catfish.

<sup>48</sup> Feed mills development, threshing, pulverisation and other forms of transmutation for value addition

<sup>49</sup> Commodities, Agro-Chemicals and Warehousing.

<sup>50</sup> Fertilizers, Seeds/Seedlings, Breeder Stock, Feeds, Farm Equipment and Machineries.

<sup>51</sup> Agricultural commodities under the focal investment areas.

*growing the assets to N150 million, except in the case of on-lending to farmers' cooperative societies".*

The Scheme can only benefit smallholder farmers through cooperative societies considering that they are outside the purview of definition of commercial agricultural enterprises.

Requests for information under the Freedom of Information Act for the gender disaggregation of beneficiaries and the Anambra figures, sent by Centre for Social Justice to the CBN did not yield any fruit as the CBN refused without a reason known to the law to provide same. Although freedom of information proceedings in court is by law a summary procedure which should not be long drawn out, but the actual practice last up to a year or longer. Similar letters requesting information sent to the Bank of Industry and Bank of Agriculture did not get favourable replies.

**B. Anchor Borrowers Programme (ABP):** The objectives of the ABP is stated as follows:<sup>52</sup>

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

The funding for ABP comes from the N220 billion Micro, Small and Medium Enterprises Fund and what is to be disbursed to each farmer will be based on the "economics of production agreed with stakeholders".<sup>53</sup> Participating financial institutions are to access the loan at 2 percent from the CBN and lend at a maximum of 9 percent.<sup>54</sup> The CBN absorbs 50 percent of any amount of loan in default after satisfactory evidence that every means of loan recovery has been exhausted by the financial institutions while the financial institution bears the credit risk of the balance.<sup>55</sup> The loans are targeted at smallholder farmers engaged in the production of identified

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<sup>52</sup><https://www.cbn.gov.ng/out/2017/dfd/anchor%20borrowers%20programme%20guidelines%20dec%20%202016.pdf>

<sup>53</sup> <https://www.cbn.gov.ng/out/2017/dfd/anchor%20borrowers%20programme%20guidelines%20dec%20%202016.pdf>

<sup>54</sup> Paragraph 1.9 of the Chapter 1 of the Anchor Borrowers Programme Guidelines (Development Finance Department of CBN).

<sup>55</sup> Paragraph 2.9 of Chapter 2 of the Anchor Borrowers Programme Guidelines.

commodities across the country.<sup>56</sup> The Farmers should be in groups/cooperatives of between 5 and 20 for ease of administration. The tenor of the loan is the gestation period of the agriculture commodities for which the loan was issued while repayment is to be done by delivering the harvested produce to the anchor at the designated collection centre in line with the provisions of the agreement signed.<sup>57</sup>

Again, requests for information under the Freedom of Information Act sent by Centre for Social Justice to the CBN for gender disaggregated data of beneficiaries from Anambra State did not yield any fruit as the CBN refused without a reason known to the law to provide same. It is pertinent to state that the CBN demands information from the applicants including account numbers, gender, farm size, bank verification number, telephone number, cooperative name and local government area.<sup>58</sup> We specifically sought for the following information from the CBN:

*National Level*

- ❖ Total Number of Agricultural Projects Funded (2015-2019)
- ❖ Total Naira Value of Agricultural Projects Funded (2015-2019)
- ❖ Total Number of Female-owned Agricultural Projects Funded (2015-2019)
- ❖ Total Naira Value of Female-owned Agricultural Projects Funded (2015-2019)

*Anambra, Oyo, Jigawa, Nasarawa, Niger States and Federal Capital Territory*

- ❖ Total Number of Agricultural Projects Funded (2015-2019)
- ❖ Total Naira Value of Agricultural Projects Funded (2015-2019)
- ❖ Total Number of Female-owned Agricultural Projects Funded (2015-2019)
- ❖ Total Naira Value of Female-owned Agricultural Projects Funded (2015-2019)

Although freedom of information proceedings in court is by law a summary procedure which should not last for many months, but the actual practice lasts up to a year or longer. Thus, the study has no information on access to loans under the Anchor Borrowers programme for SHWF from Anambra and other states participating in the study.

## **4.2 Costing the SWOFON Charter of Demand**

The SWOFON Charter of Demand provides for programmes, projects and activities that SWOFON members believe will facilitate and improve their productivity and that of other smallholder farmers. This subsection will articulate the costs of providing these services against the background of budgetary provisions to determine their feasibility

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<sup>56</sup> Cereals (Rice, Maize, wheat etc.); Cotton, Roots and Tubers (Cassava, Potatoes, Yam, Ginger etc.); Sugarcane, Tree crops (Oil palm, Cocoa, Rubber etc.); Legumes (Soybean, Sesame seed, Cowpea etc.); Tomato; Livestock (Fish, Poultry, Ruminants etc.). Any other commodity that will be introduced by the CBN from time to time.

<sup>57</sup> Paragraph 1.11 Chapter 1 of the Anchor Borrowers Programme Guidelines (Development Finance Department of CBN) *on Repayment*.

<sup>58</sup> Paragraph 2.3, Chapter 2 of the Anchor Borrowers Programme Guidelines *on Process Flow of the Anchor Borrower's Programme*.

and affordability as well as whether they are realistic demands to be made on the Anambra State Government. Below is a tabular presentation of the budgetary costs of meeting the Charter of Demand.

**Table 6: Budgetary Implications of Meeting the SWOFON Charter of Demand in Anambra State**

S/ No	Items in Charter of Demands	Budgetary Details	Rate (₦)	Qty	Amount (₦)
1	The allocation and access to soft loan from the government without interest.	Interest-Free Revolving Loans per annum	300,000	600	180,000,000
2	Establishment of a quality control regulatory body for Animal Feeds in Anambra State.	This should be the task of a federal regulatory agency	0	0	0
3	Provision of vaccination to reduce loss of animals in ruminant rearing.	Animal Vaccines	5,000	100,000 <sup>59</sup>	500,000,000
4	The provision of gender-friendly machineries for increased productivity at subsidised rate, e.g. handheld Tillers, Ploughs, Harvesters, etc.	Tillers	450,000	210	94,500,000
		Ploughs	450,000	210	94,500,000
		Harvesters	450,000	210 <sup>60</sup>	94,500,000
5	Government support of improved extension services for smallholder women farmers in their communities.	Extension Services	40,000,000 <sup>61</sup>	3	120,000,000
6	Allocation of farmlands to smallholder women farmers in the 3 Local Government Areas.	15 Plots of Farmland per LGA Group per annum	300,000	3	4,500,000
7	Provision of hatchery machine for poultry farming	Computerised Hatchery Machines	2,500,000	42 <sup>62</sup>	105,000,000
8	Access to quality feeds for poultry farming	Subsidy on Poultry Feeds	1,500	6000	9,000,000
9	Allocation of subsidised farming inputs: seedlings, fertilisers, chemicals, pesticides to smallholder women farmers.	Seedlings	500	15,000	7,500,000
		Fertilisers	4,000	6,000	24,000,000
		Chemicals (Herbicides & Pesticides)	4,000	6,000	24,000,000
10	Access to water for irrigation farming and construction of boreholes for poultry and piggery farmers.	Boreholes for Irrigation, Poultry & Piggery Businesses @ 4 per LGA	500,000	84	42,000,000

<sup>59</sup> 100,000 animals, especially for ruminants and poultry, etc.

<sup>60</sup> At ten per Local Government Area.

<sup>61</sup> Costed on the basis of senatorial zones to cover the cost of transportation of extension services workers, knowledge dissemination materials, etc.

<sup>62</sup> At two per local government.

11	Government linkage to off-takers and increased markets information systems.	Workshops & Sensitisation Meetings @1 per LGA	2,000,000	21	42,000,000
12	Establishment of central storage facilities for smallholder women farmers in the communities.	Central Storage Facility @1 per LGA	15,000,000	21	315,000,000
13	Construction of good roads for easy transportation of goods from farms to markets.	Road Construction <sup>63</sup>	0	0	0
14	Provision of processing machines for palm oil, cassava and rice milling.	Palm Oil Processing Mill @4 per LGA	1,500,000	84	126,000,000
		Cassava Processing Mill @4 per LGA	2,000,000	84	168,000,000
		Rice Processing Mill @2 per LGA	4,000,000	42	168,000,000
15	Establishment of local security bodies and mechanisms to reduce farmers/herders crisis and insecurity.	Local security outfits already exist. But they can be made more efficient.	0	0	0
16	The provision of climate resilient farming training to improve soil infertility.	Training Workshops (Merged with Item 11 above and provision for extension services)	0	0	0
	<b>TOTAL</b>				<b>2,118,500,000</b>

*Source: SWOFON Charter of Demand and Market Surveys*

The total sum of N2,118,500,000 (two billion, one hundred and eighteen million, five hundred thousand naira only) is not an unreasonable demand and it is not beyond the capacity of the state government to provide for SHWF who constitute the majority of farmers in the state and produce the bulk of the food and other agricultural products. Moreover, this demand may not be met in one year, but resources can be voted progressively in the budget over a period of four years to meet the demand.

#### **4.3 Collaboration between SHWF and Agriculture Research Institutes**

The dominant crops cultivated in the state are root crops. The National Roots Crops Research Institute (NRCRI) Umudike, Abia State with an outstation in Igbariam, Anambra State is the nearest research institute. The goal and vision of NRCRI is stated to be – “to reduce poverty and increase food security through the development of relevant and

<sup>63</sup> Anambra State has one of the best rural roads network in the entire country. Any improvements and new construction should be budgeted for in the Ministry of Works.

*sustainable technologies for stakeholders in root and tuber crops*". The mandate is stated as follows:<sup>64</sup>

*"The national mandate of NRCRI is to research into genetic improvement, production, processing, storage and socio-economics of root and tuber crops of economic importance (Yam, Cassava, Potato, Sweet Potato, Cocoyam, Ginger, Hausa Potato (Solenostemon Rotundifolius), Sugar Beet, Radish, Rizga, And Amora (Arrow Root) ). NRCRI also has the zonal mandate of reaching into the entire farming system of South-East Agro-Ecological Zone. The zone covers Abia, Anambra, Ebonyi, Enugu and Imo State of Nigeria. NRCRI additionally execute agricultural extension services in liaison with relevant federal and state agencies such as national agricultural extension research and liaisons services (NAERLS) and the state's agricultural development projects (ADPS) on its mandate crop within the mandate zone.*

For effective operations, the NRCRI has inter alia the following departments:<sup>65</sup>

- *"Crop Research Operations Department: Cassava, Sweet Potato and Minor Root Crops (MRC) Programmes.*
- *Research Outreach Department: Farming System Research and Extension Programmes*
- *Biotechnology and Product Development: Biotechnology, Product Development and Seed Technology Programmes.*
- *Agricultural Engineering and Mechanization Department: Engineering Research, Irrigation and Farm Mechanization*
- *Planning Monitoring and Evaluation Department: Planning, Project Monitoring & Evaluation, Budgeting, Statistics, Human Resources Development and Training.*
- *Research Support Services Department: Computer Services, Meteorology, Irrigation and Water Management, Soils, Biochemistry, Genetic Resources, Plant Protection, Plant Breeding, Apiculture, Research and Engineering and Farm Mechanization.*
- *Information and Documentation Department: Library Services"*

With such a wide mandate and dedicated departments, the expectation is that the footprints of the NRCRI will be visible in the focal states. However, members of SWOFON during focused group discussions and at the validation meeting disclosed that there is little or no footprint of the NRCRI in farming activities in the State. Furthermore, there is no link between the research conducted in the headquarters and the outstation in Igbariam to the challenges and issues faced by local farmers including SHWF. The research seems not to be demand driven as there are no immediate off takers. The dissemination of the outcome of the research through extension services is also not visible.

From the foregoing, it is imperative that the NRCRI adopts a new business model that focuses on the link between their research mandate and the farmer population. The research ought to demand driven and linked to the needs of the farmer population so that there will be greater value for money in federal spending on the institute. If the knowledge

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<sup>64</sup> <https://nrcri.gov.ng/who-we-are/>

<sup>65</sup> <https://nrcri.gov.ng/who-we-are/>

available in the Institute does not contribute to improved yield per hectare, reduction of pests, linking crop yield specification to industry, proper use of organic and inorganic fertilisers, etc., then it is not serving a good part of the purpose of its establishment.



## Chapter Five

### CONCLUSIONS AND RECOMMENDATIONS

#### 5.1 Summary of Findings and Conclusions

Anambra State, as part of the Nigerian Federation is bound by international standards ratified and applicable to Nigeria. These standards include the ICESCR, CEDAW SDGs, Protocol to the African Charter on Human and Peoples Rights on the Rights of Women in Africa, Beijing Declaration and Platform for Action, CAADP, Maputo and Malabo Declarations, etc. These standards require specific actions for mainstreaming gender in agriculture and the realisation of the right to food. They also prohibit discrimination against women in the field of agriculture as well as demand equality of results for women in agriculture.

The 1999 Constitution prohibits discrimination on grounds of sex. The Agriculture Promotion Policy, Gender Policy in Agriculture, National Gender Policy, Economic Sustainability Plan, etc., provide for women to be given equal opportunity to participate and benefit from public investments in agriculture. The Agriculture Promotion Policy specifically calls for enhanced investment in women in agriculture during the 2018-2020 period. Thus, Nigeria and Anambra State have enough laws and policies prescribing equitable involvement and participation of women in agriculture.

The idea of multisectoral approach to budgeting as practiced in Anambra State is a commendable one. It creates opportunity for multisectoral interactions in solving agricultural and associated challenges in the State. This approach equally ensures that various aspects of socioeconomic needs of SHWF in the State are met by various concerned MDAs of the State Government. There were challenges related to policy basis, credibility and popular participation in budget making.

**A. Policy Basis:** There is no strong link between the provisions in the state agriculture budget and the plethora of international and regional standards on agriculture binding on Nigeria as well as the provisions of the 1999 Constitution, Agriculture Promotion Policy, National Gender Policy and the specific Gender Policy in Agriculture, etc. The public policy objective of mainstreaming gender in agriculture and possible affirmative action votes were voted as a token in the budget in the period under review.

Agriculture extension services which is at the foundation of improving agricultural productivity, especially for SHWF was not prioritised as very token votes were provided for it while releases were poor. In meeting the obligation for the dedication of the maximum of available resources for the progressive realisation of freedom from hunger, disseminating available knowledge that would improve productivity should be treated as a priority.<sup>66</sup> Furthermore, the obligation in article 11 (2) (a) of the ICESCR mandates the state:

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<sup>66</sup> Article 2 (1) of the ICESCR

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

Targeted extension services to SHWF inter alia would have played a key role in meeting this obligation.

Specific allocation in the budgets of the Ministry of Agriculture to smallholder tree crop development did not get a single release over the five years. Veterinary services received only N2.5 million in 5 years while community farm development received no budgetary release. The budgets had no provisions (in accordance with the Agriculture Promotion Policy) specifically seeking to link up SHWF with Central Bank of Nigeria's intervention funds in agriculture and in the medium and small-scale enterprises category. The value chain approach which is strongly promoted in the Agriculture Promotion Policy was absent in the budgets as there was no concrete provision for activities beyond cultivation and harvesting. The Agriculture Promotion Policy provides for enhanced investments in women and agriculture between the 2018-2020 period. But this was not reflected in the budget. Furthermore, climate smart agriculture did not receive attention in the budget.

**B. Credibility:** In terms of credibility, the wide gulf between appropriation and actual releases and execution shows that the agriculture budget lacks credibility. It cannot be relied upon as a basis for determining government's expenditure as there may be other considerations, not actually stated, that determines actual expenditure. Therefore, allocative and operational efficiencies are compromised and fiscal indiscipline encouraged. In some of the MDAs, there were no implementation at all (as was the case with Fisheries and Aquaculture Development Commission; Ministry of Environment, Beautification and Ecology; and Ministry of Trade, Commerce, Markets and Wealth Creation). Ministry of Economic Planning, Budget and Development Partners implemented its provisions in only one year. The Governor's Office expenditure averaged 48.49% of budgeted votes for smallholder farmers. This is a variance of 51.51 percent.

While the provisions in other MDAs could benefit SHWF, the votes of the Ministry of Social Welfare, Children and Women Affairs was a vote directly for the benefit of women farmers who are predominantly SHWF. Therefore, the releases and implementation directly impact on the productivity and livelihoods of SHWF. The amounts spent by the Ministry on projects that benefit SHWF is an annual average of 71.83 percent of the budgeted amounts for the five years projects. This is a variance of 28.17 percent.

The amounts spent by AN-ADP on projects that benefit smallholder women farmers averaged 7.80 percent in three years leading to a variance of 92.2 percent. The 302.90

percent in one year was a distortion which makes it an outlier. Clearly spending far below appropriation or far above appropriation is not a demonstration of fiscal discipline.

The credibility challenge is not limited to the agriculture votes but indeed, to the entire state budget. This may be a challenge associated with poor revenue forecasting.

**C. Stakeholder Participation:** Focus Group Discussions revealed that there was no opportunity for stakeholder input into the agriculture budget during the period under review. Stakeholder participation would have facilitated the identification of the critical needs of women farmers and greater value for money considering the possibility of devising cheap but effective means of solving local farming challenges.

There were reports of government's distribution of improved cassava stem but it did not go round the state and not all the smallholder farmers got it. It was not also accompanied by dissemination of knowledge through extension services on how to get the best yield out of the new stem in terms of planting, appropriate fertilisers, weeding, etc. Information from the validation meeting indicates that the cassava stems appeared to have been distributed through political channels instead of through farmers associations.

The total sum of N2,118,500,000 (two billion, one hundred and eighteen million, five hundred thousand naira only) demanded by SWOFON for the implementation of their Charter of Demand is not an unreasonable demand, and it is not beyond the capacity of the state government to provide for SHWF who constitute the majority of farmers in the state and produce the bulk of the food and other agricultural products. Moreover, this demand may not be met in one year, but resources can be voted progressively in the budget over a period of four years to meet the demand.

Other sources of funding which include the Commercial Agriculture Credit Scheme and the Anchor Borrowers Programme of CBN refused to provide gender disaggregated information on their activities and there was no proactive publication of a gender disaggregated information either in soft, electronic or hard copy. The same was applicable to funds managed by the Bank of Industry and Bank of Agriculture.

The collaboration between the SHWF and the National Roots Crops Research Institute which covers the State is weak. The Institute's research was not demand driven and SHWF were not linked as off-takers of the research and innovation. This fact is also linked to the poor extension service delivery system.

It can be safely concluded that Anambra State has not dedicated the maximum of available resources for the progressive mainstreaming of gender in agriculture. More resources need to be dedicated and used for budget implementation. There is also the imperative of maximising the benefits derivable from the funding and activities of research institute.

## 5.2 Recommendations

Based on the findings as summarised above, this study makes the following recommendations:

### To the Executive

**A.** Develop a state level agriculture policy which apart from replicating federal commitments takes into consideration the peculiar features and challenges of the State.

**B.** Develop a gender-responsive budget toolkit or guidelines on mainstreaming gender into agricultural sector budgets.

**C.** Ensure the credibility of the budgeting process through revenue forecasts that are based on empirical evidence and realistic budgets that are based on attainable revenue.

**D.** Open up the budgeting system with stakeholder consultations (especially before budget preparation) including consulting the SHWF.

**E.** Prepare budgets that have links to policy positions in national and international standards and this should specifically include:

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

- ❖ Investments across the value chain including processing equipment for product's preservation and value addition as well as capacity building to minimise post-harvest losses.

**F.** Release all appropriated sums as a matter of course and routine and when there is paucity of funds, send a budget amendment bill to the legislature to amend the budget to reflect the fiscal realities.

**G.** Guarantee access to credit - ensure that the state takes advantage of special funds from the CBN, Bank of Industry, Bank of Agriculture, etc., through the provision of counterpart funds, transparency and accountability in the management of the funds.

**H.** Build capacity in the Ministries of Agriculture and Women Affairs to attract grants and manage same in a transparent and accountable manner.

**I.** Develop a knowledge and information management system with gender indicators and a monitoring and evaluation framework that generates gender disaggregated data for the continuous improvement of programming, policy review and implementation of agricultural budgets and policies.

**J.** Collect, collate and analyse gender disaggregated data on agricultural productivity in the State and use the results for policy review and implementation.

**K.** Provide information, communication and market intelligence on access to commodity markets, commodity prices and other market information that attracts greater value for agricultural products.

### **To the Legislature**

**A.** Enact a Framework Law for gender responsive budgeting with special provisions on gender mainstreaming in agriculture

**B.** Training of members of the State House of Assembly, especially the Committees on Appropriation, Finance, Agriculture, Women Affairs on gender responsive budgeting.

**C.** Improve oversight over the expenditure of appropriated funds on the study theme.

### **To Civil Society Including SWOFON**

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

**B.** Engage the executive and legislature for the implementation of the above recommendations through advocacy visit, monitoring and reporting, action research, etc. on issues related to the study theme.

**C.** Organise sensitisation and capacity building programmes for grassroots women farmers to improve knowledge and skills on the subject matter.