

# **BUDGETING FOR SMALL SCALE WOMEN FARMERS IN A CONSTRAINED FISCAL SPACE**



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

Researched and Written

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## ACRONYMS

BOF	Budget Office of the Federation
Bn	Billions
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
COVID-19	Coronavirus 2019
CSA	Climate Smart Agriculture
CSJ	Centre for Social Justice
GAP	Good Agricultural Practices
GDP	Gross Domestic Product
ICESCR	International Covenant on Economic, Social and Cultural Rights
IMF	International Monetary Fund
LGAs	Local Government Areas
M	Millions
MDAs	Ministries, Departments and Agencies of Government
NBS	National Bureau of Statistics
PB	Per Barrel
SSWF	Small Scale Women Farmers
SWOFON	Small-scale Women Farmers Organization in Nigeria

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## EXECUTIVE SUMMARY

Part One defined the methodology of the Policy Brief. It starts with an introduction on Agriculture and GDP and Nigeria's extant fiscal crisis. It reviews relevant laws and policies related to agriculture and the right to food. This includes Nigeria's Agriculture Policy, Gender Policy, Sustainable Development Goals, the Malabo Declaration, the International Covenant on Economic, Social and Cultural Rights (ICESCR), Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), etc. This is followed by a situation analysis which is a sectoral review of data and statistics on food importation, agriculture and budgets. It ends with conclusions, findings and recommendations.

Part Two reviews agriculture's contribution to the economy and gross domestic product (GDP) (including the role of women farmers) and Nigeria's fiscal crisis. Agriculture contributes 25.2% of the GDP and it is estimated that women make up 70% of the agriculture labour force. The share of informal sector agriculture GDP is 91.8% (including the production of Small-Scale Women Farmers (SSWF) as against 8.2% from the formal sector. Nigeria has over 84m hectares of arable land, out of which only 40% is cultivated. 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 access to seeds, fertilisers, equipment, storage and off-takers, etc.

Nigeria's economy is challenged by resource constraints in terms of available revenue, being significantly lower than expenditure targets needed to implement federal and state budgets. For the year 2020, there is a \$14billion federal funding gap. From the initial projection of \$57 per barrel (pb) in the 2020 Appropriation Act, the price was initially reduced to \$30pb and now further reduced to \$25pb in the Medium-Term Expenditure Framework (MTEF) approved by the Executive Council of the Federation. The oil production estimate has been reduced to 1.7mbpd while the exchange rate has been adjusted from \$1=N305 to \$1 = N360. While FGN lost over 40% of its projected revenue, it seeks to reduce the budget by N71billion. The International Monetary Fund (IMF) has granted Nigeria's demand for a Rapid Financing Facility in the sum of \$3.4bn while \$3.6bn is expected from the multilateral institutions. From the above scenario, the country is yet to plug the full funding gap and the new loans will increase the debt repayment to retained revenue ratio to not less than 75% in the coming years. Beyond the funding gap, industries and services are heavily dependent on imports for machinery and raw materials. Thus, oil revenue collapse will negatively affect other sectors as our foreign reserves are have been reduced to \$34.657bn.

Part Three is the law and policy review. The Agriculture Promotion Policy 2016-2020 (Green Alternative) mainstreams gender and women's participation in the sector and



schedules full focus on gender and women's issues for the 2018-2020 period. The Green Alternative is supported by the Gender Policy which seeks to provide female farmers with accessible and affordable technology in all areas of agriculture; access to critical resources - land, capital, credit, farm inputs, technology, water and extension services, preservation and storage, markets, etc.; and capacity building for agricultural extension workers in the area of gender analysis and gender mainstreaming in programmes and activities.

Other laws and policies reviewed include the Constitution of the Federal Republic of Nigeria 1999 which outlaws discrimination and the Sustainable Development Goals which calls for doubling the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous people, family farmers, pastoralists and fishers, including through increasing productive resources and inputs, knowledge, financial services, markets and opportunities for value addition.

The Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) articulates equality in agriculture, not just in terms of laws and policies but substantive equality in equality of results. Nigeria committed to the Maputo Declaration, reaffirmed in the Malabo Declaration where African Heads of States and Governments committed to a minimum of 10% yearly budget investment in agriculture and specifically committed to support and facilitate preferential entry and participation of women and youth in gainful and attractive agri-business opportunities. Nigeria is a State Party to the International Covenant on Economic, Social and Cultural Rights (ICESCR) and is bound to take steps, to the maximum of available resources, for the progressive improvement of 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. The country has the obligation to respect, protect and fulfil the right of its citizens to freedom from hunger.

Part Four is on relevant data and statistics. Between 2016 and 2019, Nigeria's food imports increased by 45.5% from N1.215trillion to M1.769trillion. The food imports include live animals and animal products, vegetable products, animal and vegetable fats and oils, prepared foodstuff, etc. Small Scale Women Framers Organisation of Nigeria's (SWOFON) Charter of Demand in five states is reviewed and the issues raised include: provision of gender friendly machineries and equipment; access to farming inputs including seeds, fertilisers; extension services and capacity building; storage facilities; access to credit and farm support infrastructure. In budget data, it was shown that over the years 2010 to 2020, Nigeria did not meet her commitments under the Maputo and Malabo Declarations to commit at least 10% of the budget to agriculture. An average of 1.57% was dedicated to agriculture over the 11 years and capital releases averaged 59.72%.

There were women specific agricultural votes in the 2020 federal budget. However, many of the votes were vague and lacked specificity, with no clear deliverables. There were also allocations to women in agriculture in other ministries such as Trade and Investment, Labour and Productivity, Transport, Water Resources, Niger Delta and Science and Technology. Furthermore, the 2020 budget contained a lot of vague and inappropriate budget lines from which savings can be made to improve the funding of gender specific issues for women in agriculture.

In the light of the foregoing analysis, the Policy Brief makes the following recommendations.

## **5.2 Recommendations**

**(1)** In the review and prioritization of programmes for the 2020 Federal Budget, it is imperative that FGN should not reduce the appropriation to the Ministry of Agriculture. At 1.73% of the budget against the Maputo Declarations' 10%; any further reduction will lead to decreased food productivity.

**(2)** Food importation is not an option at a time of diminishing external reserves and government revenue. Sustainable funding of agriculture would lead to increased food production, jobs and poverty reduction.

**(3)** The National Assembly needs to reprioritize some of the expenditure items in the 2020 vote for agriculture to make them functional and specific to the needs of Nigerians. This is especially needed in agriculture constituency projects. Specifically, budget funded programmes and projects for women and youth must have locations, clear deliverables, must not be vague and should be tied to identifiable stakeholders. All these will facilitate monitoring and evaluation of agriculture spending.

**(4)** The reprogramming of funds should prioritise:

- Extension services through various platforms including print and electronic media especially radio and television as well as digital media and training of trainers.
- Promotion of climate smart agriculture through the mainstreaming of organic farming, organic fertilizers, resilience building and adaptation.
- Steps to organize SSWF into groups of registered business names and companies to give them formal visibility to participate in formal business activities as well as benefitting from government programmes such as access to cheap credit. This should be done across all the states of the Federation.
- Capacity building for SWOFON to access these cheap funds through investment in understanding the agriculture value chain, proposal writing, financial literacy, monitoring and evaluation and reporting on loaned and donor funds.

- Gender friendly machinery and equipment such as hand sprayers, power tillers, ploughs, planters etc., especially low cost and locally fabricated equipment which can be easily maintained by local artisans.
- Seeds, fertilisers, feeds, animal stock, storage facilities, rural road networks, irrigation facilities, etc.
- Promote the concentric circle of local content in provisioning of goods, services and construction considering that procurement options are most of the time crafted into the budget.

**(5)** Gender blind projects should be discarded in favour of strategic targeting of women in agriculture through affirmative action programmes and special funds/projects targeted at women. The budget should promote a commitment to equality of results for the male and female gender.

**(6)** Clear mandates supported by funds should be given to the research institutes under the Ministry of Agriculture. The institutes should be mandated to find off-takers and farmers to use the findings of already concluded research. They should liaise and collaborate with SWOFON. Future research should be demand driven.

**(7)** Establish key collaboration with the Ministries and Departments of Agriculture at the State and Local Government levels to ensure improvement in productivity. This would involve the activation of mechanisms of the National Council on Agriculture.

## PART ONE: METHODOLOGY

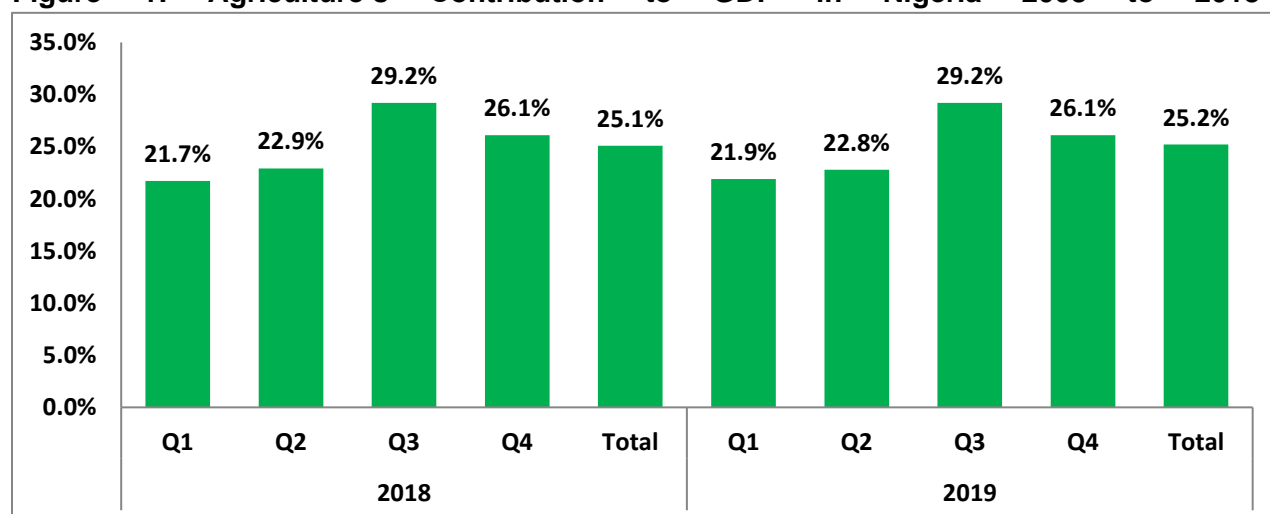
The Policy Brief starts with an introduction on Agriculture and GDP and Nigeria's extant fiscal crisis. It reviews relevant laws and policies related to agriculture and the right to food. This includes Nigeria's Agriculture Policy, Gender Policy, Sustainable Development Goals, the Malabo Declaration, the International Covenant on Economic, Social and Cultural Rights (ICESCR), Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), etc. This is followed by a situation analysis which is a sectoral review of data and statistics on food importation, agriculture and budgets. It ends with conclusions, findings and recommendations.

## PART TWO: INTRODUCTION

### 2.1 Agriculture and GDP

Nigeria is a country with an estimated population of 206m; of this number, 51% are male while 49% are female and 40.1% of Nigerians (translating to 82.9 million) are poor.<sup>1</sup> Agriculture contributes 25.2% of the gross domestic product (GDP) and it is estimated that women make up 70% of the agriculture labour force. Despite its modest contribution to GDP, agriculture contributes very little to governmental revenue and foreign exchange earnings. Figure 1 shows agriculture's contribution to GDP in 2018 and 2019.

**Figure 1: Agriculture's Contribution to GDP in Nigeria 2008 to 2018**



**Source: National Bureau of Statistics**

Figure 1 shows the contribution of Agriculture to GDP in 2018 and 2019 broken down into quarters according to data from the National Bureau of Statistics. In 2018, Agriculture constituted 25.1% of GDP, the figure remained stable at 25.2% in 2019. Small Scale Women Farmers (SSWF) play an active role in Agriculture, this implies that they contribute significantly to GDP. They constitute between 60-80% of the agriculture labour

<sup>1</sup> Source: NBS, "2019 Poverty and Inequality in Nigeria: Executive Summary"; Note that this data excludes Borno State as some areas in the State were inaccessible.

force.<sup>2</sup> Agriculture is a source of food and provides raw materials for industry. The share of informal sector agriculture GDP is 91.8% (including SSWF) as against 8.2% from the formal sector.<sup>3</sup> This 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>4</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. as well as its contribution to taxation.

## **2.2 The Fiscal Challenge**

Nigeria's economy is challenged by resource constraints, in terms of available revenue, being significantly lower than expenditure targets needed to implement federal and state budgets. The economy is dependent on oil and gas which is responsible for about 10% of GDP while contributing about 50% of Federation Budget revenues and 90% of foreign exchange earnings.<sup>5</sup> With the low contribution of oil and gas to GDP, it is therefore not correct to state that the Nigerian economy is not diversified. The factual position is that the other sectors which contribute more to GDP have not been activated through the removal of binding constraints, to become sources of public revenue and foreign exchange accrual.

In 2019, the Federal Government recorded a revenue shortfall of 58% of the budget target while interest payments for debts accounted for 58% of federal government's retained revenue, being 21% of consolidated government revenue of the three tiers of government.<sup>6</sup> Thus, the Nigerian economy was facing fiscal strictures before the COVID-19 pandemic. The COVID-19 pandemic introduced two new challenges. The first challenge threatens the rights to life and the enjoyment of the highest attainable state of physical and mental health. It seeks to destroy the foundation of our being, because the right to life is the fulcrum upon which other rights and economic activities revolve. The second challenge is economic, considering the disruption of supply chains, stay at home orders and the closure of businesses across significant parts of the world, leading to a steep decline in the demand and price of crude oil. From the initial projection of \$57 per barrel (pb) in the 2020 Appropriation Act, the price was initially reduced to \$30pb and now further reduced to \$25pb in the Medium Term Expenditure Framework (MTEF) approved by the Executive Council of the Federation (EXCoF). The oil production estimate has been reduced to 1.7mbpd while the exchange rate has been adjusted from \$1=N305 to

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<sup>2</sup> See <http://www.fao.org/3/CA0818EN/ca0818en.pdf> and [cirddoc.org/women-lead-agriculture-in-Nigeria/](http://cirddoc.org/women-lead-agriculture-in-Nigeria/)

<sup>3</sup> National Bureau of Statistics, 2015

<sup>4</sup> <https://fmard.gov.ng>

<sup>5</sup> See Budget Implementation Reports 2015, 2017, 2018 and 2019; Budget Office of the Federation.

<sup>6</sup> International Monetary Fund Report No.20/142 of April 2020 being Nigeria's Request for Purchase under the Rapid Financing Instrument - Press Release, Staff Report and Statement by the Executive Director for Nigeria.

\$1 = N360. Table 1 reflects the effect of COVID-19 and the fall of oil prices on the 2020 Budget.

**Table 1: Effects of COVID-19 and Fall in Oil Price on the Federation Account and Federal Government Budget**

Effects of COVID-19 and Fall in Oil Price on the Federation Account			
ITEM	INITIAL ESTIMATE (N'Trillions)	NEW ESTIMATE (N'Trillions)	% DECLINE
Net Oil and Gas Revenue <sup>7</sup>	5.470	1.120	-80.0%
Customs Revenue	1.500	1.156	-22.9%
VAT Pool Account	2.089	2.029	-2.9%
Amounts Accruable to the Federation Account	8.572	3.890	-54.6%
Federal Government's Receipt from the Federation Account	4.829	2.353	-51.3%
Estimated Receipts by States from the Federation Account (Main Pool and VAT Pool)	3.335	2.054	-38.4%
Estimated Receipts by Local Governments from the Federation Account (Main Pool and VAT Pool)	2.497	1.512	-39.4%

**Source: Presentation by Director-General of the BOF at the Citizen's Dialogue on COVID-19 and Oil Price**

The projection is an 80% drop in revenue from oil and gas and sharp revenue decline from other sources. The amount accruable to the Federation Account is to drop by 54.6% while the Federal Government's receipt from the Federation Account is to reduce by 51.3%. Table 2 shows specific revenue shortfalls and proposed adjustments to expenditure as it relates to the federal budget.

**Table 2: Effects of COVID-19 and Fall in Oil Price on the Federal Government Budget**

ITEM	INITIAL ESTIMATE (N'Billions)	NEW ESTIMATE (N'Billions)	% DECLINE
Stamp Duty Collection	464.00	200.00	-56.9%
Signature Bonus/ Renewals	939.30	350.52	-62.7%
Statutory Transfers	560.47	376.05	-32.9%
MDA's Capital Expenditures	1,564.00	1,251.00	-20.0%
Overhead Costs of MDA's	302.43	269.91	-10.8%
Personnel Cost including Pensions	3,600.00	3,600.00	0.0%
Debt Service	2,450.00	2,680.00	9.4%
TOTAL	9,880.20	8,727.48	0.1%

**Source: Presentation by Director-General of the BOF at the Citizen's Dialogue on COVID-19 and Oil Price**

<sup>7</sup> The reduction in allowable fiscal deductions by NNPC for federally funded projects and expenditures was reduced by N649bn while under-recovery has been reduced from N457bn to zero.

From Table 2, MDAs capital expenditure and overhead costs will reduce by 20% and 10.8% respectively. However, debt service will increase by 9.4%. According to the Minister of Finance, the overall federal revenue is to decrease by 40% while overall federal expenditure will be reduced by N71billion from N10. 594 trillion to N10. 523. This implies an expenditure reduction of less than 1%. The deficit is in the sum of N5.365 trillion while retained revenue is projected at N5.155 trillion implying that the deficit is more than the actual revenue.

There is an estimated funding gap of \$14billion for the 2020 federal budget and this has led the Federal Government to seek support from the International Monetary Fund (IMF) and multilateral funding agencies including the World Bank, African Development Bank, Afreximbank and Islamic Development Bank. The IMF has granted Nigeria's demand for a Rapid Financing Facility in the sum of \$3.4bn while \$3.6bn is expected from the multilateral institutions. From the above scenario, the country is yet to plug the gaps and the new loans will increase the debt repayment to retained revenue ratio to not less than 75% in the coming years. Beyond the funding gap, industries and services are heavily dependent on imports for machinery and raw materials. Thus, oil revenue collapse will negatively affect other sectors as our foreign reserves are at an all-time low of \$34.657bn.

It is against this background that this Policy Brief seeks to point the direction on the need of SSWF in this period of constrained fiscal space and how their inputs could facilitate economic recovery - job creation, improved availability of food and reduced food imports, etc.

## **PART THREE: LAW AND POLICY REVIEW**

### **3.1 Review of Laws and Policies**

The Agriculture Promotion Policy 2016-2020 (Green Alternative) lists agricultural policy thrusts to include; agriculture as a business which is key to long term economic growth and security; food as a human right and the value chains approach; prioritizing crops and market orientation; factoring climate change and environmental sustainability; participation and inclusiveness and policy integrity; and agriculture's links to other sectors.<sup>8</sup> The four goals are food security, import substitution, job creation and economic diversification.<sup>9</sup> In institutional realignment, it identifies the need to maximise the contributions of women to agricultural production and the elimination of discriminatory practices as well as expanding wealth creation opportunities.<sup>10</sup> The constraints identified include poor enforcement of gender-based policies and lack of mechanisation. In the prioritization and timeline for implementation, the Green Alternative schedules 100% budget investment and political support for gender mainstreaming and affirmative action in the period 2018-2020.

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<sup>8</sup> See pages 3 -16 of the Green Alternative.

<sup>9</sup> Page 13 of the Green Alternative

<sup>10</sup> Pages 45-46 of the Green Alternative

The Nigerian Gender Policy recognizes the imperative of agricultural transformation and insists on this transformation process taking cognizance of the rights and needs of all members of the Nigerian human family. Essentially, it must be done in a non-discriminatory manner that promotes equity, mainstreams gender and where appropriate, promotes affirmative action for women and girls.<sup>11</sup> It seeks to achieve this through three key policy thrusts of removing all gender-based barriers facing women in agricultural production and enhance the visibility and productivity of women's work in the sector; mainstreaming gender into the policies, plans, programmes and projects; and build institutions to promote the activities of women in the sector for sustained economic growth and development. Some of the key activities identified by the Policy are: Provide female farmers with accessible and affordable technology in all areas of agriculture; access to critical resources - land, capital, credit, farm inputs, technology, water and extension services, preservation and storage, markets, etc.; and capacity building for agricultural extension workers in the area of gender analysis and gender mainstreaming in programmes and activities.<sup>12</sup>

The Constitution of the Federal Republic of Nigeria 1999 (Constitution) prohibits discrimination on several grounds including sex and this applies to the formulation and implementation of laws and policies including those relevant to agriculture.<sup>13</sup>

Sustainable Development Goal 5 is focused on achieving gender equality while Goal 2 mandates States as follows:<sup>14</sup>

*By 2020, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous people, 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.*

We are already in 2020 which makes a strong case for gender mainstreaming and equality of opportunities especially for SSWF.

CEDAW mandates States Parties to abolish all forms of discrimination in public and private life and mainstream gender considerations in all policies, plans, laws and their implementation.<sup>15</sup> At the same time, it provides:<sup>16</sup>

*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*

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<sup>11</sup> Pages 31, 32 and 33 of the National Gender Policy - Situation Analysis and Framework.

<sup>12</sup>At page 69.

<sup>13</sup> S.42 of the Constitution.

<sup>14</sup> Goal 2.2.

<sup>15</sup> Article 2 of CEDAW.

<sup>16</sup> Article 4 of CEDAW.



*unequal or separate standards; these measures shall be discontinued when the objectives of equality of opportunity and treatment have been achieved.*

The implication of the above article is that CEDAW creates obligations for State parties on gender mainstreaming as well as affirmative action in deserving cases. It mandates States parties to act on agricultural reforms in article 14 (g). This is supported by the Maputo Declaration reaffirmed in the Malabo Declaration where African Heads of States and Governments committed to a minimum of 10% yearly budget investment in agriculture and specifically committed to:<sup>17</sup>

*Support and facilitate preferential entry and participation of women and youth in gainful and attractive agri-business opportunities.*

CEDAW articulates equality in agriculture, not just in terms of laws and policies but substantive equality in equality of results.<sup>18</sup>

The ICESCR in article 11 provides as follows:

*11(2) The State Parties to the present Covenant, recognizing the fundamental right of everyone to be free from hunger, shall take, individually and through international cooperation, the measures, including specific programmes which are needed:*

*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.*

The ICESCR links freedom from hunger to agriculture and calls for reform of agrarian systems and improvement of production, conservation and distribution of food by making full use of technical and scientific knowledge. This article is to be implemented in a non-discriminatory manner and is subject to article 2 of the ICESCR which requires State parties to take steps, to the maximum of available resources, for the progressive realization of the right to freedom from hunger.

### **3.2 State Obligations Arising from Law and Policy Review**

There is a multi-layered duty of State in agriculture and the human right to food. They are the obligations to respect, protect and fulfil. Running in the middle of all these obligations is the duty to ensure that rights and freedoms are enjoyed in a non-discriminatory manner. The *obligation to respect* demands that Federal, State and Local Governments refrain from directly taking action that violates already entrenched access to food and agricultural productivity. Obstructive state action taken against SSWF will violate this obligation. Also,

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<sup>17</sup> Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods, Malabo, Equatorial Guinea, June 26-27 2014.

<sup>18</sup> See Food and Agriculture Organization of the UN (FAO): *A Tool for Gender-Sensitive Agriculture and Rural Development Policy and Programme Formulation* at page 14.

the deliberate withholding of available information by the State - information necessary to improve agricultural productivity - will amount to a violation of the obligation to respect.

The *obligation to protect* demands that agents and officials of government take action to prevent violations of access to productive agricultural resources by third parties - whether private individuals or organisations and to impose adequate sanctions for violations. This is explained as:<sup>19</sup>

*“Exercise due diligence to prevent, investigate and, in accordance with national legislation, punish acts of deprivation of access to productive agricultural resources against women, especially SSWF, whether those acts are perpetrated by the State or by private persons”*

The *obligation to fulfill* requires governments to take appropriate legislative, judicial, administrative, budgetary, economic and other measures, to the maximum of available resources, to ensure access to food. Agricultural policies, their implementation and the public budget present clear instances of measures to be taken to fulfill the right to food. To fulfill also includes facilitation which means that the State must be proactively engaged in activities intended to strengthen access to and utilization of resources and means of ensuring food production and a decent livelihood.<sup>20</sup> There is a positive obligation that involves the appropriation of government’s expenditure towards its priorities in policies and legal standards earlier reviewed. The act of appropriation must also be seen to be done in a way and manner devoid of discrimination on any of the prohibited grounds. The provision of state resources must be seen to be concrete and targeted as a step towards the realization of freedom from hunger - not just tokenistic. It must be targeted to improve production, conservation and distribution in agriculture.

Even in periods of resource constraints, like our current fiscal crisis, vulnerable members of society<sup>21</sup> must be protected by the adoption of relatively low-cost but targeted measures and programmes. Further, no deliberately retrogressive measures that reduces the ability of SSWF to engage in agriculture is permitted unless it can be justified by reference to more pressing and relevant higher norms provided by law and accompanied by compensatory mechanisms.

Nigerian made a commitment under the Maputo and Malabo Declarations to spend not less than 10% of its yearly budget on agriculture. Finally, there is the concept of food sovereignty which focuses on food for the people, values food providers: localizes food systems, puts control locally, builds knowledge and skills and works with nature. Essentially, it is the right of peoples to healthy and culturally appropriate food produced

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<sup>19</sup> This is adapted from article 4 (c) of the Declaration on the Elimination of Violence Against Women - General Assembly Resolution 48/104 of 20 December 1993. This is also the position of prevalent international jurisprudence in the decision of the Inter-American Court of Human Rights in the *Velasquez Rodriguez e v Honduras* of July 29 1988, Series C, Decisions and Judgement, No.04.

<sup>20</sup> Paragraph 15 of General Comment No.12 of the UN Committee on Economic, Social and Cultural Rights (20<sup>th</sup> session, 1999) on the Right to Adequate Food.

<sup>21</sup> SSWF - women and girls are not born with vulnerability or inherently vulnerable by their nature but have been made vulnerable by patriarchy and unequal power relations.

through ecologically sound and sustainable methods, and their right to define their own food and agriculture systems.<sup>22</sup>

## PART FOUR: RELEVANT DATA AND STATISTICS

This part of the Policy Brief reviews relevant statistics and data that would be used to draw findings and conclusion in the light of state obligations and the extant laws and policies.

### 4.1 Food Production and Importation Statistics

Table 3 shows the demand and supply gaps across key crops and activities as at 2016.

**Table 3: Demand and Supply Gaps Across Key Crops and Activities in Nigeria (2016 Estimates)**

Crop	Demand (Millions Tons)	Supply (Millions Tons)	Deficit (Millions Tons)	Crop	Demand (Millions Tons)	Supply (Millions Tons)	Deficit (Millions Tons)
Rice	6.3	2.3	4.0	Tomato	2.2	0.8	1.4
Wheat	4.7	0.06	4.6	Yams	39.0	37.0	2.0
Soya Beans	0.75	0.6	0.2	Oil Palm	8.0	4.5	3.5
Maize/Corn	7.5	7.0	0.5	Cocoa	3.6	0.25	3.4
Chickens*	200	140	60.0	Cotton	0.7	0.2	0.5
Fish	2.7	0.8	1.9	Sorghum	7.0	6.2	0.8
Milk/Diary	2.0	0.6	1.4				

**Source: Federal Ministry of Agriculture's Agriculture Promotion Policy (2016-2020)**

\*Chickens measured in millions not millions of tons.

The Table above shows that as at 2016, Nigeria recorded a deficit of 4.0 million tons of rice, 0.2 million tons of Soya Beans, 0.5 million tons of Maize/Corn, 60 million Chicken, 1.9 million tons of Fish, 1.4 million tons of Dairy/Milk, 1.4 million tons of Tomato, 2.0 million tons of Yam, 3.5 million tons of Oil Palm, 3.4 million tons of Cocoa, 0.5 million tons of Cotton and 0.8million tons of Sorghum. Many of these crops, animals and fish where local production is not meeting demand are mainly produced by small scale farmers, including SSWF. Hence, the need to improve productivity through new resources of knowledge, finance and climate smart agriculture (CSA). Nigeria's food imports between 2016 and 2019 is as shown in Table 4.

**Table 4 : Nigeria Food Imports 2016 to 2019**

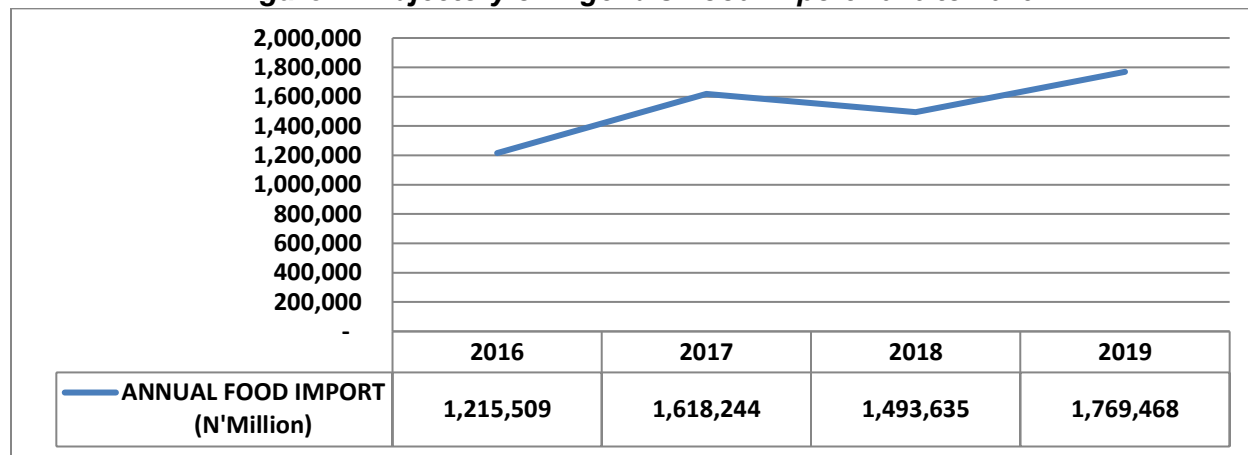
YEAR	2016	2017	2018	2019	TOTAL
Annual Food import (N'Trillion)	1.215	1.618	1.493	1.769	6.096

**Source: National Bureau of Statistics; Q4,2019, Foreign Trade Statistics**

<sup>22</sup> [https://en.wikipedia.org/wiki/Food\\_sovereignty](https://en.wikipedia.org/wiki/Food_sovereignty). - Via Campesina Campaign.

Nigeria's food import rose from N1.215trillion in 2016 to N1.618trillion in 2017 representing a 33.1% increase. This was followed by a 7.7% decline to N1.493trillion in 2018 and by 2019, it shot up again by 18.5% to N1.769trillion. Within the period of 2016 to 2019, Nigeria spent a total of N6.096trillion importing food. Thus, Nigeria's food imports have been rising. Figure 2 shows the trajectory of the rising food imports, 2016-2019.

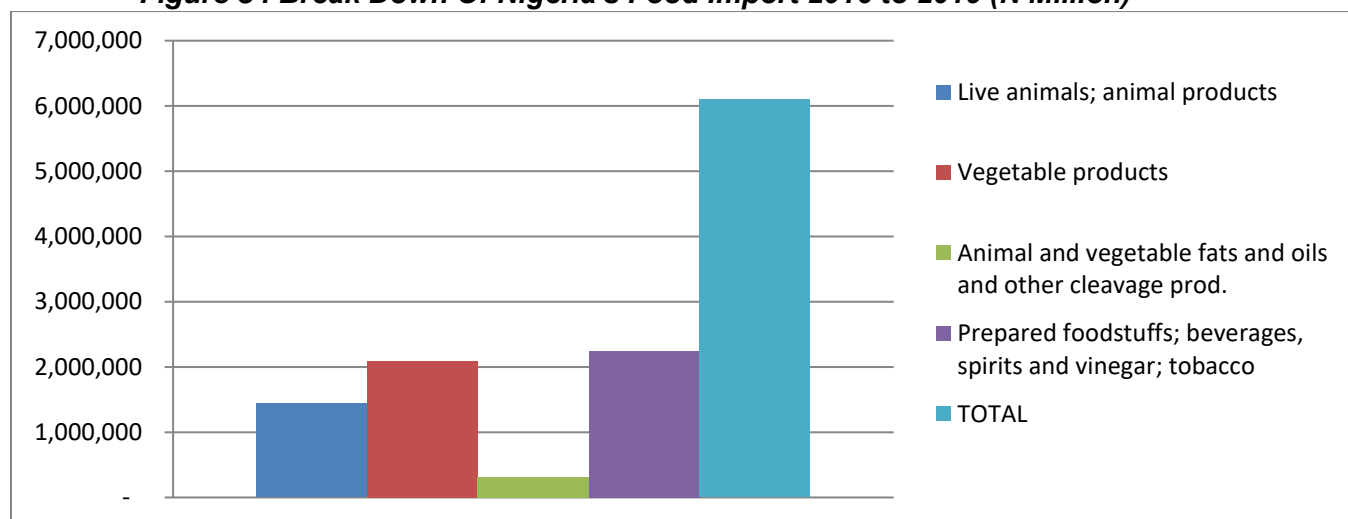
**Figure 2: Trajectory of Nigeria's Food Import 2016 to 2019**



**Source: National Bureau of Statistics; Q4,2019 Foreign Trade Statistics**

This represents a staggering increase of 45.6% within the period under review. The challenge posed by this increase is better understood in the context of the demand for foreign exchange rate for food import. Higher food import figures entail higher foreign exchange demand and further weakening of the domestic currency with unpleasant economic consequences. Figure 3 shows the break down of Nigeria's food imports for the period 2016-2018.

**Figure 3 : Break Down Of Nigeria's Food Import 2016 to 2019 (N'Million)**



**Source: National Bureau of Statistics; Q4,2019, Foreign Trade Statistics.**

From Figure 3 above, Nigeria spent a total of N6.096trillion importing different kinds of food items between 2016 and 2019. As classified by the National Bureau of Statistics in its Q4 2019, Foreign Trade Statistics Report; Live animals; animal live products cost N1.440 trillion. Nigeria spent the sum of N2.091 trillion importing vegetable products while animal and vegetable fats and oils and other cleavage products cost N314.252billion. The report also shows that Nigeria spent N2.250trillion importing prepared foodstuffs; beverages, spirits and vinegar and tobacco.

Table 5 is the annual breakdown of Nigeria's food imports by different categories and year by year percentage change.

**Table 5: Annual Breakdown of Nigeria's Food Import by Different Food Categories**

Food Category/Year	2016	2017	CHANGE	2018	CHANGE	2019	CHANGE	TOTAL
Live animals; animal products (N'Billion)	269.707	382.760	41.9%	364.982	-4.6%	422.944	15.9%	1,440,393
Vegetable products (N'Billion)	413.609	565.465	36.7%	526.,676	-6.9%	585.883	11.2%	2,091,633
Animal and vegetable fats and oils and other cleavage products.(N'Billion)	70.782	86.303	21.9%	72.890	-15.5%	84.277	15.6%	314.253
Prepared foodstuffs; beverages, spirits and vinegar; tobacco (N'Billion)	461.409	583.715	26.5%	529.087	-9.4%	676.364	27.8%	2,250,576
<b>TOTAL</b>	<b>1,215,509</b>	<b>1,618,244</b>	<b>33.1%</b>	<b>1,493,635</b>	<b>-7.7%</b>	<b>1,769,468</b>	<b>18.5%</b>	<b>6,096,856</b>

**Source: National Bureau of Statistics; Q4 2019, Foreign Trade Statistics.**

Table 5 above shows that every category of food imported into Nigeria has maintained an increase over the period. Import of live animals; animal products increased from N269.707billion in 2016 to N422.944 billion in 2019, representing an increase of 56.8% within the period under consideration. For vegetable products; from N413.609billion in 2016 to N585.883 billion in 2019 is an increase of 41.7%. Animal and vegetable fats and oils and other cleavage products is not different in anyway, it also recorded an increase except at a smaller rate, it increased by 19.1% from N70.782 billion in 2016 to N84.277billion in 2019. And lastly, prepared foodstuffs; beverages, spirits and vinegar; tobacco, just like the three categories already discussed above recorded 46.6% increase from N461.909billion in 2016 to N676.364 billion in 2019.

Furthermore, food consumed in Nigeria in 2019 which women contributed to its production is worth over N11.3trillion.<sup>23</sup>

## 4.2 SWOFON Charter of Demands

*Small-scale Women Farmers Organization in Nigeria (SWOFON) is an association of over 500,000 smallholder women farmers with membership cutting across 35 states in Nigeria. The association's goal is to end the cycle of poverty among smallholder women farmers and stop all forms of discrimination against women smallholder farmers in Nigeria.*<sup>24</sup>

The summary of the demand of SWOFON members in five states, which is indicative of national demand, is presented in Table 6. This will be juxtaposed in the budget review subsection with provisions of the 2020 budget vote to Agriculture.

**Table 6. Summary of Charter of Demands**

<b>Focal State</b>	<b>Demands of SWOFON members</b>
<i>Niger State:</i>	<p><i>A Local Government Committee to tackle the insecurity/farmers herders Crisis.</i></p> <p><i>Access to soft loan from the government</i></p> <p><i>The provision of Gender friendly machineries for increased productivity e.g.Hand sprayers, tillers, ploughs, planters etc.</i></p> <p><i>Supply and access to free/subsidised farming inputs fertilisers, chemicals, pesticides, hybrid seedlings.</i></p> <p><i>Capacity Building Training on best agricultural practises; e.g. Climate resilience farming.</i></p> <p><i>Construction of good road networks for easy access to markets.</i></p> <p><i>Engagement of smallholder women farmers; involvement in State budget preparation for the Agriculture Sector.</i></p> <p><i>Building of central storage facilities in our communities.</i></p> <p><i>Frequent consultation and town hall discussions between duty bearers and smallholder women farmers.</i></p> <p><i>Timely release of budget in Agriculture to support smallholder Women Farmers.</i></p>
<i>Nasarawa State:</i>	<p><i>Access to free/subsidized farming inputs/organic fertilizers, chemicals, pesticides, hybrid seedlings.</i></p> <p><i>The Establishment of Peace Committee between Community Heads and the Local Government Chairmen to tackle the Insecurity/Farmers herder's crisis.</i></p>

<sup>23</sup> See Nigeria Bureau of Statistics.....

<sup>24</sup> Taken from SWOFON's Charter of Demands.

*The Provision of Gender friendly machineries for increased productivity for farming. e.g. Harvesters, Tillers, Hand Sprinklers, Ploughs, Planters etc.*

*Allocation of Community land 500 hectares for cluster farming across different Value Chains.*

*Access to subsidized loans with free interest rates.*

*The Building of storage facilities for seed preservation and Agric business.*

*Construction of dams /boreholes for irrigation farming.*

*Construction of road networks for easy access to markets.*

*Government Allocation of grazing Land for Herds Men.*

*Provision of Security Patrol with Local Vigilante Groups to improve security conditions within the communities and Local Government Areas.*

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*Anambra State: The allocation and Access to soft loan from the government without interest.*

*Establishment of a quality control regulatory body for Animal feeds in Anambra State*

*Provision of vaccinations to reduce loss of animals in ruminant rearing.*

*The provision of Gender friendly machineries for increased productivity at subsidised rates e.g.: Tillers, ploughs, Harvesters. Etc.*

*Government support of extension services for smallholder women farmers in their communities.*

*Provision of hatchery machine for poultry farming.*

*Access to quality feeds for Poultry Farming*

*Access to Water for irrigation farming and construction of boreholes for poultry and piggery farmer*

*Government linkage to off takers and increased markets information systems.*

*Construction of good roads for easy transportation of goods from farm to market.*

*Establishment of local security bodies and mechanisms to reduce farmer herder crisis and insecurity.*

*The provision of climate resilient farming training to improve Soil infertility.*

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*Oyo State: Construction of a central farmers market center for easy access to the market and purchase of goods by the public.*

*Purchase of processing equipment for garri, cassava, rice, plantain, and Maize.*

*Allocation for a central oil palm processing machine.*

*Construction of water vents and installation of borehole machines for ruminant rearing. E.g. Snails, pigs, etc.*

*Access to soft government loans at zero interest and small units microfinance loans weekly to smallholder women farmers.*

*Government allocation of 1500 hectares of lands in the 3 LGAs for smallholder farmers in similar value chains for cluster farming.*

*Allocation and installation of coolants to enhance poultry farming during dry season farming.*

*Lease of tractors, sprayers, and ploughs at a subsidised rate to smallholder women farmers.*

*Training of value chain addition and best farming practices on extension services.*

*Supply of Gender friendly farming equipment eg, harvesters, threshers, to enhance farming productivity.*

*Construction of storage facilities for crops and fruits and vegetables eg. Maize silos.*

*Access to quality feeds for ruminant rearing and Livestock Farming.*

*Provision of vaccinations to reduce the loss of animals in ruminant rearing*

*Construction of good roads for easy transportation of goods from farm to market.*

*Allocation of subsidized farming inputs: plantain sucker, seedlings, fertilizers, chemicals, herbicides, pesticides to smallholder women farmers.*

*Supply of local chicken feeds at discounted rates to poultry farmers.*

*Establishment of local security mechanisms to protect their farmlands and cluster farmlands by the local governments' councilors*

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*Jigawa State: Installation of water pumps for irrigation farming in their local governments.*

*Allocation of grant to access Labor saving equipment.*

*Training on how to make local feeds for their animals ( small ruminants) .*

*Labour saving smoking kiln for fish processing to be allocated in the Agriculture Budget.*

*Value addition training on crops produced.*

*Establish Central Storage and Processing Facilities ( e.g Groundnut oil extracting machine, rice mills etc)*

*Construction of drainages and River channels around cluster farms in their*



*different LGAs.*

*Establishment of demonstration farms for animal husbandry across the value chain.*

*Set up a committee to improve soil texture and quality.*

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Source: SWOFON Charter of Demand 2019

It is imperative to state that some of the demands are not *stricto sensu* under the purview of the Federal Ministry of Agriculture but under the purview of the Ministry of Water Resources (dams, irrigation facilities) and Works and Housing (access roads). The Ministry of Environment may be instrumental for building climate resilience; access to land is under the purview of the State Governments. Security issues are under the control of the Police, Civil Defence and other security agencies while the soft loans are under the control of the Central Bank of Nigeria/Bank of Industry and related projects. Timely release of budgets is a task for the Ministry of Finance/Accountant General. It is also important to note that fulfilling this Charter of Demand will require collaboration between the Federal, State and Local Governments.<sup>25</sup>

### **4.3 Budget Data**

Nigeria made a commitment under the Maputo and Malabo Declarations to dedicate not less than 10% of its public budget to agriculture. To contextualize whether funding exists for items in SWOFON Charter of Demand, Table 7 shows an eleven-year trend 2010-2020 of the Federal Agriculture Budget.

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<sup>25</sup> Industrial, commercial or agricultural development is Item 17 of Second Schedule Part B, which is the Concurrent Legislative List.

*Table 7: Allocations and Credibility of the Federal Agriculture Budget (2010-2020)*

<i>Year</i>	<i>Total Budget</i>	<i>Allocation to Agriculture</i>	<i>Allocation to Agriculture as a Percentage of Overall Budget</i>	<i>Capital Component of Agriculture Allocation</i>	<i>Capital Allocation to Agriculture as Percent of Total Agriculture Allocation</i>	<i>Actual Capital Releases</i>	<i>Capital Releases as a Percent of Total Capital</i>
2020	10,594,362,364,830	183,081,647,920	1.73	124,395,096,917	67.95		
2019	8,916,964,099,373	164,895,759,231	1.85	107,218,344,102	65.02		
2018	9,120,334,988,225	203,010,092,743	2.23	149,198,139,037	73.49	60,198,266,171	40.35
2017	7,441,175,486,758	135,545,345,061	1.82	103,793,201,010	76.57	68,784,528,448	66.27
2016	6,060,677,358,227	75,806,548,274	1.25	46,173,963,859	60.91	30,989,098,425	67.11
2015	4,493,363,957,158	40,659,020,717	0.90	8,790,000,000	21.62	4,452,715,215	50.66
2014	4,695,190,000,000	66,644,675,939	1.42	35,151,172,583	52.74	15,463,228,948	43.99
2013	4,987,220,425,601	83,762,937,710	1.68	50,647,871,428	60.47	24,992,961,700	49.35
2012	4,877,209,156,933	81,209,867,833	1.67	48,191,750,277	59.34	32,471,753,574	67.38
2011	4,484,736,648,992	65,868,226,097	1.47	31,404,899,584	47.68	21,501,000,000	68.46
2010	4,427,184,596,534	58,768,238,204	1.33	31,861,528,222	54.22	26,730,652,327	83.90

**Source: Budget Office of the Federation**

Note: There is insufficient information regarding budgetary releases to the agriculture sector in 2019 as at the time of writing this report. Only the sum of N10.183billion was captured in the Quarter 3 Budget Implementation Report.

Table 7 shows that the Maputo and Malabo funding commitments have not been met. For the 11-year period, the appropriation averaged 1.57% of the federal budget. Further, the budget has credibility challenges. The budgeted sums are hardly fully released and where released, may not be cash backed; implementation may have some challenges which creates a difference between cash backed and utilized sums. Total capital releases averaged 59.72% for the nine-year period that budget implementation reports were available. However, previous studies indicate that other critical sectors of the Nigerian budgeting system faced credibility challenges.<sup>26</sup>

A review of the 2020 federal budget on Agriculture shows that generally, it broadly captures some of the items listed in SWOFON's Charter of Demand. But some of these items like roads and dams were apparently provided in the budget from a gender-neutral perspective. However, like previous votes to agriculture which suffered from credibility challenges, there is no indication that the contents of the Charter will be met especially now that the tight fiscal space is leading to a review of the budget and likely reduction of the vote to the sector.

Further, there is hardly a commitment to climate smart agriculture (CSA) in the budget. CSA is a methodology and process that entails sustainably increasing agricultural productivity and incomes, adapting and building resilience to climate change and reducing or removing green-house gases where possible.<sup>27</sup>

Although extension services were provided for in the Agriculture vote, it was not emphasized in comparison to the need to disseminate fit and good practices to local farmers and SSWF. The research institutes under the Ministry must be provided with off-takers to ensure that research results reach intended beneficiaries.

A review of some of the women/gender specific provisions of the 2020 Agriculture budget is imperative. This is detailed in Table 8.

**Table 8: Specific Capital Allocations to Women in the 2020 Federal Agriculture Budget**

CODE	LINE ITEM	AMOUNT (N)
ERGP12144945	ESTABLISHMENT OF UPSTREAM AGRICULTURAL INFRASTRUCTURE FOR YOUTH AND WOMEN IN AGRICULTURE FARM FIRM IN SELECTED LGAS OF OSUN WEST SENATORIAL DISTRICT.	20,000,000
ERGP30105261	FGN SUPPORT FOR WOMEN IN AGRIBUSINESS	468,369,739
ERGP12144928	TRAINING AND EMPOWERMENT OF YOUTH AND WOMEN IN VARIOUS AGRICULTURAL VALUE CHAINS IN NASARAWA WEST SENATORIAL DISTRICT	50,000,000

<sup>26</sup> See Health Medium Term Sector Strategies 2017-2019, 2019-2021. Also, Maternal, Newborn and Child Health Standards and Federal Budget 2010-2015; and Budgeting for Climate Change in the Mining Sector, 2017- all published by Centre for Social Justice.

<sup>27</sup> The Green Alternative made copious provisions at pages 48 and 49 for CSA.

ERGP12144958	TRAINING AND EMPOWERMENT OF YOUTH AND WOMEN IN AGRICULTURAL VALUE CHAIN IN TOFA/RIMINGADO KANO STATE	50,000,000
ERGP12144960	TRAINING AND EMPOWERMENT OF YOUTHS AND WOMEN IN AGRICBUSINESS IN ANIMASHAUN, LAGOS	30,000,000
ERGP30132343	TRAINING AND EMPOWERMENT OF EKPEYE WOMEN AND YOUTH IN VARIOUS AGRICULTURAL VALUE CHAIN	10,000,000
ERGP30132346	AGRICPRENUERSHIP DEVT WOMEN IN AGRIC	5,000,000
ERGP8138078	UPGRADING OF INTEGRATED FARMING COMPLEX FOR TRAINING AND EMPOWERMENT OF YOUTH AND WOMEN IN AGRICULTURE	28,000,000
ERGP8138083	INTEGRATED ENTERPRENEURSHIP TRAINING FOR YOUTHS AND WOMEN IN AGRICULTURE	28,000,000
ERGP99145199	EMPOWERMENT OF YOUTH AND WOMEN IN SELECTED LOCATIONS	200,000,000
ERGP22582156	TRAINING AND EMPOWERMENT OF YOUTHS AND WOMEN IN MECHANIZED AGRICULTURAL TECHNIQUES IN OYO CENTRAL SENATORIAL DISTRICT, OYO STATE.	40,000,000
ERGP22582183	STRATEGIC TRAINING FOR WOMEN AND GIRLS IN SIX-EO POLITICAL ZONES	250,000,000
ERGP22582184	STRATEGIC EMPOWERMENT FOR WOMEN AND YOUTHS IN AGRICULTURAL PRODUCT FOR KAURA FEDERAL CONSTITUENCY	200,000,000
ERGP30138356	EMPOWERMENT AND TRAINING OF YOUTHS AND WOMEN ON IMPROVED PRODUCTION TECHNOLOGIES OF RICE	19,000,000
ERGP22582157	AGRICULTURAL ENTREPRENEUR TRAINING FOR WOMEN AND YOUTH IN OWAN LGA, EDO NORTH SENATORIAL DISTRICT, EDO STATE	50,000,000
ERGP7125921	TRAINING AND EMPOWERMENT OF YOUTH AND WOMEN IN VARIOUS AGRICULTURAL VALUE CHAINS IN NASARAWA WEST SENATORIAL DISTRICT	20,000,000
ERGP5104702	TRAINING AND EMPOWERMENT OF YOUTH AND WOMEN IN AGRICULTURAL VALUE CHAINS IN EBONYI SOUTH	20,000,000
ERGP22582221	PROVISION OF VOCATIONAL SKILLS ON PIGGERY, FISH PRODUCTION AND AGRO BUSINESS FOR SELECT YOUTHS AND WOMEN IN VARIOUS COMMUNITIES AT AGBAJA & EZEDIKE AREA OF ENUGU STATE	50,000,000
ERGP22582150	TRAINING OF YOUTHS AND WOMEN ON MODERN OIL PALM FARMING AND NURSING OF SEEDLING IN ESAN CENTRAL WEST/IGUEBEN FEDERAL CONSTITUENCY, EDO STATE	40,000,000
ERGP5105138	CAPACITY BUILDING FOR YOUTH AND WOMEN IN AGRICULTURAL VALUE CHAIN IN EFAKPA-IMANE OLAMOBORO LGA KOGI STATE	20,000,000
ERGP22582155	TRAINING AND EMPOWERMENT OF YOUTH AND WOMEN IN POULTRY PRODUCTION IN SELECTED AREAS OF RIVERS STATE	50,000,000
ERGP30138954	CAPACITY BUILDING FOR YOUTH AND WOMEN ON HORTICULTURAL VALUE CHAIN IN SSELECTED STATES	12,000,000
ERGP22581953	TRAINING AND EMPOWERMENT OF YOUTH AND WOMEN	50,000,000
ERGP30139543	CAPACITY BUILDING FOR SMALLHOLDER'S FARMERS, YOUTH AND WOMEN ON GOOD AGRICULTURAL PRACTICES (GAP) FOR RUBBER AND GUM ARABIC	2,000,000
ERGP22582223	AGRICULTURAL TRAINING AND EMPOWERMENT OF YOUTHS AND WOMEN IN AKINHAMI COLE ZONE SOUTHWEST GEOPOLITICAL ZONE	250,000,000

ERGP22582228	AGRICULTURAL TRAINING AND EMPOWERMENT OF YOUTHS AND WOMEN IN OLODEOKUTA ZONE, SOUTH WEST	250,000,000
ERGP97745212	TRAINING OF WOMEN AND YOUTH WITH PROVISION OF STARTER PACKS, SABON GARI LGA, KADUNA STATE	50,000,000
ERGP30119938	TRAINING AND EMPOWERMENT OF UNEMPLOYED GRADUATES ON POULTRY PRODUCTION AND PROCESSING	10,000,000
ERGP30129134	TRAINING AND EMPOWERMENT OF YOUTH AND WOMEN ON SNAIL AND GRASS CUTTER FARMING IN VARIOUS LOCATIONS IN IBADAN NORTH FEDERAL CONSTITUENCY	30,000,000
ERGP8138109	ENTREPRENEURSHIP/VOCATIONAL TRAINING FOR 500 UNEMPLOYED YOUTHS, FARMERS AND WOMEN ON FISH, CASSAVA, RICE, AND HONEY PRODUCTION	29,000,000
ERGP30121815	TRAINING AND EMPOWERMENT OF UNEMPLOYED GRADUATES AND WOMEN IN POULTRY PRODUCTION	3,000,000
ERGP5145159	SKILL ACQUISITION TRAINING IN FISH PRODUCTION AND FEEDS FOR WOMEN AND YOUTH IN SOUTH WEST GEO POLITICAL ZONE	40,000,000
ERGP22581967	ENTREPRENEURSHIP SKILLS DEVELOPMENT IN FISH VALUE CHAIN AQUACULTURE FOR YOUTHS AND WOMEN IN SOUTH WEST GEOPOLITICAL ZONE	100,000,000
ERGP22581970	EMPOWERMENT TRAINING IN BRACKISH AND MARINE FISH FARMING FOR YOUTHS AND WOMEN IN COASTAL COMMUNITIES IN LAGOS STATE	50,000,000
ERGP22581971	SENSITIZATION AND EMPOWERMENT ON MARINE AND FRESH WATER FISHERIES FOR WOMEN AND YOUTH IN NORTH WEST GEOPOLITICAL STATES	100,000,000
ERGP22581972	SKILL ACQUISITION TRAINING FOR WOMEN OF OFEMILI, ANAMBRA STATE IN FISH PRESERVATION	20,000,000
ERGP22581980	VALUE CHAIN CAPACITY BUILDING ON AQUACULTURE FOR YOUTHS AND WOMEN IN ODOAKPU, OMAGBA, NSUGBE, AMIYI, OMOR SDAS, ANAMBRA STATE	200,000,000
ERGP22581983	CAPACITY BUILDING AND ECONOMIC EMPOWERMENT FOR WOMEN AND YOUTHS IN AQUACULTURE (FISHERIES) PRODUCTION IN SOUTHWEST NIGERIA	100,000,000
ERGP22581984	TRAINING AND EMPOWERMENT ON FISHERIES FOR UNEMPLOYED YOUTHS AND WOMEN IN UMUAHIA/IKWANO FEDERAL CONSTITUENCY, ABIA STATE	40,000,000
ERGP22581988	EMPOWERMENT TRAINING IN FISH VALUE CHAIN AQUACULTURE FOR YOUTHS AND WOMEN IN SELECTED COMMUNITIES IN NIGERIA	370,000,000
ERGP229981987	FISHERIES VALUE CHAIN CAPACITY BUILDING FOR INDIGENT WOMEN AND YOUTHS IN SELECTED COMMUNITIES IN SOUTH SOUTH GEOPOLITICAL ZONE	150,000,000
ERGP229981989	FISHERIES VALUE CHAIN CAPACITY BUILDING FOR INDIGENT WOMEN AND YOUTHS IN SELECTED COMMUNITIES IN NORTH CENTRAL GEOPOLITICAL ZONE	170,000,000
ERGP30138549	TRAINING OF COOPERATORS AND EMPOWERMENT OF WOMEN, YOUTHS AND FARMERS IN OGUN STATE.	11,403,876
ERGP30138550	TRAINING OF COOPERATORS AND EMPOWERMENT OF WOMEN, YOUTHS AND FARMERS IN OYO STATE.	11,653,380
ERGP30102233	SUPPLY OF BAKERY EQUIPMENT FOR WOMEN COOPERATIVE EMPOWERMENT AND TRAINING IN AHOADA EAST LGA RIVERS STATE	25,000,000

ERGP22581975	PROCUREMENT OF TRICYCLES AND EMPOWERMENT FOR WOMEN CORPORATIVE SOCIETY ORGANISATIONS IN SOUTH EAST NIGERIA	735,000,000
ERGP30107914	TRAINING OF YOUTHS AND WOMEN ON POST HARVEST LOSSES AND MANAGEMENT	49,271,733
ERGP30110351	TRAINING OF YOUTHS AND WOMEN ON HORTICULTURAL BEST PRACTICES	40,411,500
ERGP5110485	TRAINING AND EMPOWERMENT OF WOMEN AND YOUTHIN HORTICULTURAL VALUE CHAIN IN ABADAM, GUZAMALA FEDERAL CONSTITUENCY OF BORNO STATE	30,000,000
ERGP5145316	TRAINING AND EMPOWERMENTOF YOUTHS AND WOMEN IN AGRIC POULTRY AND LIVESTOCKS IN SOME SELECTED STATES	40,000,000
ERGP22582166	PROCUREMENT AND DISTRIBUTION OF LIVESTOCK TO WOMEN IN D/DAWA AND OTHER VILLAGES, TOWNS AND LOCAL GOVERNMENTS IN THE SAME SENATORIAL ZONE IN ORDER TO BOOST THE BUSINESS OF LIVESTOCK PRODUCTION	200,000,000
ERGP22582168	EMPOWERING RURAL WOMEN TO DEVELOP SUSTAINABLE SMALL SCALE ANIMAL PRODUCTION BUSINESSES AT THE KOKIYA AND ALL VILLAGES SHARING THE SAME SENATORIAL ZONE	200,000,000
ERGP30138905	CAPACITY BUILDING FOR YOUTHS AND WOMEN ON POST HARVEST MANAGEMENT FOR PERISHABLE CROPS IN NSPRI KANO	18,000,000
ERGP5145253	AGRICULTURAL BASED EMPOWERMENT FOR YOUTH AND WOMEN IN EKITI CENTRAL SENATORIAL DISTRICT	10,000,000
ERGP5145254	TRAINING OF WOMEN AND YOUTH IN AGRICULTURAL VALUE CHAIN IN FUNTUA/DADUME LGA KATSINA STATE	40,000,000
ERGP5145255	CAPACITY BUILDING AND EMPOWERMENT OF YOUTH AND WOMEN IN POST HARVEST LOSS MANAGEMENT IN NORTH CENTRAL	30,000,000
ERGP5145258	EMPOWERMENT OF YOUTH AND WOMEN IN AGAIE, KATCHA AND LAPAI LGAS IN NIGER SOUTH SENATORIAL DISTRICT.	50,000,000
ERGP5145259	TRAINING AND EMPOWERMENT OF YOUTH AND WOMEN IN VARIOUS AGRICULTURAL VALUE CHAINS IN NASARAWA WEST SENATORIAL DISTRICT	20,000,000
ERGP22582188	STRATEGIC EMPOWERMENT FOR WOMEN AND YOUTHS: TRAINING ON AGRICULTURAL PRODUCE FOR ANIOCHA NORTH, ANIOCHA SOUTH, OSHIMILI SOUTH, OSHIMILI NORTH FEDERAL CONSTITUENCY, DELTA STATE	250,000,000
ERGP22582189	STRATEGIC EMPOWERMENT FOR WOMEN AND YOUTHS: TRAINING ON AGRICULTURAL PRODUCE FOR ANIOCHA NORTH, ANIOCHA SOUTH, OSHIMILI SOUTH, OSHIMILI NORTH FEDERAL CONSTITUENCY, DELTA STATE	250,000,000
ERGP22582190	STRATEGIC EMPOWERMENT FOR WOMEN: SUPPLY OF DEEP FREEZERS TO WOMEN AT ANIOCHA NORTH, ANOICHA SOUTH, OSHIMILI MEN, OSHOIMILI NORTH, FEDERAL CCONSTITUENCY,DELTA STATE	50,000,000
ERGP22582194	EMPOWERMENT OF YOUTH AND WOMEN IN SELECTED LOCATIONS IN SIX GEOPOLITICAL ZONE	219,000,000
ERGP22582196	EMPOWERMENT/SKILL ACQUISITION FOR WOMEN AND YOUTHS IN WUSHISHI, NIGER STATE	250,000,000
ERGP22582199	EMPOWERMENT, CAPACITY TRAINING OF WOMEN AND YOUTHS IN KWARA NORTH SENATORIAL DISTRICT	50,000,000
ERGP22582206	CLIMATE CHANGE AWARENESS AND ADAPTATION TRAINING FOR FARMERS IN SOME SELECTED LGAS IN KWARA STATE	50,000,000

ERGP22582209	SUPPLY OF EMPOWERMENT MATERIALS- SEWING/GRINDING/FOOD PROCESSING MACHINES AND MOTORCYCLES FOR WOMEN AND YOUTHS IN NIGER EAST SENATORIAL DISTRICT	120,000,000
ERGP5125044	TRAINING AND EMPOWERMENT OF YOUTH AND WOMEN IN AGRIC RICE PRODUCTION AND SUPPLY OF RICE SEEDS AND FERTILIZER IN SOME SELECTED STATES	40,000,000
ERGP30120798	VOCATIONAL TRAINING OF YOUTHS AND WOMEN IN FISH AND AQUACULTURE VALUE CHAIN AND PURCHASE OF COASTER BUS FOR TRAINING	60,000,000
ERGP5138891	STRATEGIC EMPOWERMENT OF YOUTH AND WOMEN IN FISHERIES PRODUCTION AND PACKAGING IN SELECTED STATES	15,000,000
ERGP97149293	TRAINING AND EMPOWERMENT OF UNEMPLOYED YOUTHS AND WOMEN ON INTEGRATED FISH FARMING IN SELECTED AREAS OF NNSUKA/IGBO EZE SOUTH FEDERAL CONSTITUENCY, ENUGU STATE	40,000,000
ERGP22582170	TRAINING OF UNEMPLOYED YOUTH AND WOMEN ON INTEGRATED RICE CUM FISH FARMING IN SELECTED AREA OF KAGORO AND MANCHOK, KADUNA STATE	250,000,000
ERGP22582214	TRAINING AND EMPOWERMENT OF UNEMPLOYED YOUTHS AND WOMEN ON INTEGRATED RICE CUM FISH FARMING IN SELECTED AREAS OF KATSINA SOUTH SENATORIAL DISTRICT	75,000,000
ERGP22582215	TRAINING AND EMPOWERMENT OF UNEMPLOYED YOUTHS AND WOMEN ON INTEGRATED RICE CUM FISH FARMING IN SELECTED AREAS OF EKITI CENTRAL SENATORIAL DISTRICT	100,000,000
ERGP22892226	TRAINING OF UNEMPLOYED YOUTHS IN FRESH WATER CAGE CULTURE IN SELECTED SOUTH EAST COMMUNITIES	100,000,000
TOTAL		7,104,110,228

**Source: Budget Office of the Federation**

Table 8 above shows that a larger percentage of these gender specific agriculture projects are constituency projects of federal legislators in the Senate and House of Representatives. Many of them are vague and lack specificity. For example, what is actually the deliverable(s) in training and empowerment of women in agricultural value chain? Some of the others which are not tied to specific constituencies also suffer from this vague description. What is the deliverable in “empowerment of women and youth in selected locations”? The word “empowerment” is not subject or tied to any specific definition while the projects have no location, meaning that it will be located at the pleasure of the authorities of the Ministry. However, if these constituency projects votes are properly utilised, they could improve the livelihoods of SSWF.

Further, looking at the demands made by SWOFON, one can observe that these budgetary allocations to women show a clear mismatch of priorities. While SWOFON largely demands farm implements, machineries, seeds, fertilizers, chemicals and other inputs, the budgetary provisions were mostly about capacity building, training and

empowerment which are not linked to specific outcomes or deliverables for the benefit of women farmers.

Out of a total Agriculture Capital budget of N124.395 billion as shown in Tables 7 and 8 above, only N7.104 billion was budgeted specifically for women. This is just about 5.7% of total capital allocation which does not meet the minimum 35% affirmative action demand. Considering the fact that women and men do not have equal access to budgetary resources, it would have been more equitable to target more resources specifically at women considering that a significant proportion of the women population are involved in small scale farming. It can be observed that most of these allocations related to women are lumped up with youths making it difficult for the women to lay a total claim on the resources.

Beyond the Ministry of Agriculture and Rural Development, other Ministries also made provisions related to Women in Agriculture. Table 9 tells the story.

**Table 9: Allocation to Women in Agriculture in other Ministries in 2020 Federal Budget**

S/No	Ministry	Women Specific Allocation (N)	Agriculture Focused (N)	% Agriculture Focused	Non-Agriculture Focused (N)	% Non-Agriculture Focused
1	Trade and Investment	5,394,577,673	458,000,000	8.5%	4,936,577,673	91.5%
2	Environment	47,000,000	-	0.0%	47,000,000	100.0%
3	Labour and Productivity	3,500,679,682	280,500,000	8.0%	3,220,179,682	92.0%
4	Transport	280,000,000	200,000,000	71.4%	80,000,000	28.6%
5	Works and Housing	247,000,000		0.0%	247,000,000	100.0%
6	Water Resources	408,203,250	58,203,250	14.3%	350,000,000	85.7%
7	Humanitarian Affairs	1,115,000,000		0.0%	1,115,000,000	100.0%
8	Niger Delta Affairs	1,092,340,000	682,340,000	62.5%	410,000,000	37.5%
9	Science and Technology	1,555,432,396	350,248,936	22.5%	1,205,183,460	77.5%
	Total	13,640,233,001	2,029,292,186	14.9%	11,610,940,815	85.1%

**Source: 2020 Appropriation - Budget Office of the Federation**

Table 9 above shows that out of N13.640billion allocated to women specific activities in the 2020 budget across seven key ministries other than Ministry of Agriculture, only 14.9% was committed to Women in Agriculture, that is N2.029 billion as against the N11.610 billion which is 85.1% dedicated to other non-Agricultural activities.



A good number of the Women in Agriculture votes under the Ministry of Trade and Investment are vague. For instance, “provision and empowerment of agricultural tools to women and youths in South East and South South geopolitical zones in the sum of N450m”; agricultural tools is undefined while empowerment is hanging as a word lacking in specificity. From the Ministry of Niger Delta, “training/empowerment of youths and women in fishery in Bayelsa and Delta States” in the sum of N90m is a loose vote without specific locations. The same comment also applies to “training/empowerment of youth and women in poultry in Ondo State in the sum of N60m”. Under the Ministry of Labour and Productivity, there is a vague provision for “job creation for women and youths through agribusiness (food processing and packaging)” in the sum of N20.250million. It has no location or specifics. Under the Ministry of Water Resources, there is a vote for “promotion of gender/women participation in irrigated agriculture for food security” in the sum of N8.203million; “training and empowerment of youth and women on borehole maintenance and water treatment in Ebonyi North Senatorial District” in the sum of N50m. All these votes go to no discernible issues and are questionable votes.

#### 4.4 Inappropriate and Vague Budget Lines

Beyond the issues itemized in Table 7, 8 and 9, the 2020 Federal Budget contains funding lines from which a number of inappropriate expenditures can be made. For instance, N13.5billion has been set aside (at about N679million a day) for the purported feeding of pupils in their homes at a time schools have been closed due to the corona virus pandemic. This has been opposed to no avail by the Nigerian Union of Teachers, Parents Teachers Associations and a host of professional and civil society organisations. This would be financed from the N400billion vote of the National Social Investment Office. Table 10, taken from the allocations to the National Social Investment Office tells a story.

**Table 10: Sample Allocations from the National Social Investment Office**

Code	Project Name	Type	Amount
ERGP22144826	N-POWER CAPITAL (IT HARDWARE/ TABLETS/ EDUCATION SOFTWARE, ARTISAN TOOLS & CONSUMABLES, ESTABLISHMENT OF INNOVATION HUBS, VEHICLES, SOLAR POWER	New	18,224,830,080
ERGP22144828	HOME GROWN SCHOOL FEEDING PROGRAMME (BRANDED ITEMS, HEIGHT AND WEIGHT SCALES AND BIOMETRIC CAPTURING DEVICES, PROJECT VEHICLES)	New	3,000,096,500
ERGP22144830	MONITORING AND EVALUATION (EQUIPMENT FOR DATA CONTROL CENTER, MONITORING DEVICES AND PROJECT VEHICLES)	New	1,686,075,995
ERGP22144831	COMMUNICATIONS (BRANDED ITEMS FOR BENEFICIARIES, COMMUNICATIONS STUDIO EQUIPMENT AND VEHICLES)	New	2,000,000,000
ERGP22144832	MANAGEMENT INFORMATION SYSTEMS TECHNOLOGY (COMPUTER HARWARE/SOFTWARE AND VEHICLES)	New	335,000,000

ERGP22144833	NATIONAL SOCIAL INVESTMENT OFFICE (OFFICE SETUP, EQUIPMENTS AND VEHICLES)	New	355,663,032
		New	

**Source: Budget Office of the Federation, 2020**

These are projects that have been running for the last five years. Yet, each of them needs new vehicles and a good deal of the other items are vague and lacking in specificity. Why would branding items cost so much and become a priority in a time of fiscal crisis? Merely getting a big vote for computer software and hardware is not enough; the questions is - for what purpose?

Apart from the social intervention votes in the Ministry of Humanitarian Affairs, there are further votes in the Service Wide Votes including “OSSAP: SPECIAL PROJECTS” in the sum of N6billion; “OSSAP: SOCIAL SAFETY NET” for N16billion; “SPECIAL INTERVENTION SDG's” 1in the sum of N7.970billion and “SPECIAL INTERVENTION PROGRAMMES/PROJECTS” in the sum of N30billion.<sup>28</sup> All these are vague projects that reoccur every year in federal budgets and at the end of the day, money is spent without evidence of any value added.

Savings can be made from these budget lines and re-allocated to women specific interventions in agriculture.

## **PART FIVE: FINDINGS, CONCLUSIONS AND RECOMMENDATIONS**

### **5.1 Findings and Conclusions**

Agriculture is largely driven by informal sector activities including the contribution of SSWF and it contributes about 25.2% of the GDP. 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.

Nigeria is a federal system with legislative and executive powers shared between the three tiers of government. The Federal Government leads with policy direction as well as the bulk of resources to finance agriculture. It is also seized of most the new knowledge, innovation and fiscal space needed to expand agricultural productivity.

Nigeria is facing a fiscal crisis; following the collapse of oil prices, a huge funding gap has emerged for the federal and state budgets. There is need for a downward review of the 2020 Appropriation figures through a process of prioritization.

Extant laws and policies are supportive of an agricultural funding regime that takes cognizance and makes provisions for the needs of SSWF as represented by SWOFON. Nigeria made a commitment under the Maputo and Malabo Declarations to dedicate at least, 10% of its public budget to agriculture. This is a positive obligation that involves the

<sup>28</sup> OSSAP is an abbreviation for the Office of the Senior Special Assistant to the President.

appropriation of government's expenditure towards its priorities in policies and legal standards. There is also a governmental commitment to equality of results. The act of appropriation must be seen to be done in way and manner devoid of discrimination on any of the prohibited grounds.

The provision of state resources must be seen to be concrete and targeted as a step towards the realization of freedom from hunger - not just tokenistic. It must be targeted to improve production, conservation and distribution in agriculture. Even in periods of resource constraints, like our current fiscal crisis, vulnerable members of society must be protected by the adoption of relatively low-cost but targeted measures and programmes. Further, no deliberately retrogressive measures that reduces the ability of SSWF to engage in agriculture is permitted unless it can be justified by reference to more pressing and relevant higher norms provided by law and accompanied by compensatory mechanisms. In this instance, CSJ had identified over N150bn worth of vague and inappropriate projects which can be pruned in the 2020 federal budget instead of reducing the votes to Agriculture.

Access to adequate and affordable food for all, is part of the minimum core obligation of the State on the right to food. It is part of the minimum core content of the right to food. Agriculture provides a platform for the satisfaction of the right. Therefore, the State is under obligation to prioritise this right by taking steps, to the maximum of available resources, to guarantee access to food during the fiscal crisis. The option of food importation is not feasible considering the paucity of foreign exchange and the need for Nigerians to earn a livelihood through engaging in agriculture.

In virtually all foods during the base year 2016, - grains, meat and fish, Nigeria had a deficit when demand and local production are juxtaposed. Nigeria's food imports have been rising – a 45.5% increase between 2016 and 2019. This shows the need for increased local production at a time of diminished foreign exchange to import food.

The SWOFON Charter of Demand makes a case for SSWF to be supported by appropriation to access extension services, gender friendly machinery and equipment, seeds, fertilisers, feeds, animal stock, storage facilities, rural road networks, irrigation facilities, etc.

Nigeria has consistently failed to meet the 10% Maputo and Malabo commitments for agriculture funding. The average percentage of the agriculture vote in 11 years is 1.57% of the federal budget while capital releases in 9 years averaged 59.72%.

Available resources have not been strategically programmed to meet the needs and demands of SSWF as demonstrated in many of the constituency project related to Women in Agriculture. Rather, they have been programmed in vague terms that permit of no clear deliverables.

Several other ministries also implement programmes and projects on Women in Agriculture. They include Ministries of Trade and Investment, Labour and Productivity, Niger Delta, Transport, Science and Technology, Water Resources, etc.

There is gender-neutral provisions for some of the items contained in the SWOFON demand in the budget. Also, there is some gender/women specific provisions in the vote of the Ministry of Agriculture and other Ministries. Many of the votes are vague, without locations and have no clear deliverables. However, very poor budget credibility means that many of the provisions may not be implemented.

There is no affirmative action programmes and projects for Women in Agriculture in the light of the Green Alternative's sequencing of implementation which slated institutional realignment for women and youth between 2018 and 2020.

Extension services have not been mainstreamed and specifically provided for, to the extent of demand for fit and good practices including research results from various research institutes being disseminated to farmers at the local level.

In the light of the foregoing findings and conclusions, the Policy Brief makes the following recommendations.

## **5.2 Recommendations**

**(1)** In the review and prioritization of programmes for the 2020 Federal Budget, it is imperative that FGN should not reduce the appropriation to the Ministry of Agriculture. At 1.73% of the budget against the Maputo Declarations' 10%; any further reduction will lead to decreased food productivity.

**(2)** Food importation is not an option at a time of diminishing external reserves and government revenue. Sustainable funding of agriculture would lead to increased food production, jobs and poverty reduction.

**(3)** The National Assembly needs to reprioritize some of the expenditure items in the 2020 vote for agriculture to make them functional and specific to the needs of Nigerians. This is especially needed in agriculture constituency projects. Specifically, budget funded programmes and projects for women and youth must have locations, clear deliverables, must not be vague and should be tied to identifiable stakeholders. All these will facilitate monitoring and evaluation of agriculture spending.

**(4)** The reprogramming of funds should prioritise:

- Extension services through various platforms including print and electronic media especially radio and television as well as digital media and training of trainers.
- Promotion of climate smart agriculture through the mainstreaming of organic farming, organic fertilizers, resilience building and adaptation.

- Steps to organize SSWF into groups of registered business names and companies to give them formal visibility to participate in formal business activities as well as benefitting from government programmes such as access to cheap credit. This should be done across all the states of the Federation.
- Capacity building for SWOFON to access these cheap funds through investment in understanding the agriculture value chain, proposal writing, financial literacy, monitoring and evaluation and reporting on loaned and donor funds.
- Gender friendly machinery and equipment such as hand sprayers, power tillers, ploughs, planters etc., especially low cost and locally fabricated equipment which can be easily maintained by local artisans.
- Seeds, fertilisers, feeds, animal stock, storage facilities, rural road networks, irrigation facilities, etc.
- Promote the concentric circle of local content in provisioning of goods, services and construction considering that procurement options are most of the time crafted into the budget.

**(5)** Gender blind projects should be discarded in favour of strategic targeting of women in agriculture through affirmative action programmes and special funds/projects targeted at women. The budget should promote a commitment to equality of results for the male and female gender.

**(6)** Clear mandates supported by funds should be given to the research institutes under the Ministry of Agriculture. The institutes should be mandated to find off-takers and farmers to use the findings of already concluded research. They should liaise and collaborate with SWOFON. Future research should be demand driven.

**(7)** Establish key collaboration with the Ministries and Departments of Agriculture at the State and Local Government levels to ensure improvement in productivity. This would involve the activation of mechanisms of the National Council on Agriculture.