

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



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

And



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

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Written By

Eze Onyekpere Esq

and

Olayinka Akanle Ph.D.

(With research support from Martins Eke)

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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](mailto:censoj@gmail.com); Blog: [csj-blog.org](http://csj-blog.org)

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

**Centre for Social Justice (CSJ)**

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## **ABBREVIATIONS AND ACRONYMS**

ABP	Anchor Borrowers Programme
ACGSF	Agricultural Credit Guarantee Scheme Fund
ADP	Agriculture Development Project
AFAN	All Farmers Association of Nigeria
APP	Agricultural Promotion Policy
ATA	Agricultural Transformation Agenda
AU	African Union
BLP	Better Life Programme
CAADP	Comprehensive Africa Agriculture Development Programme
CBN	Central Bank of Nigeria
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CIRDDOC	Civil Resource Development and Documentation Centre
CSO	Civil Society Organisations
DFRRI	Directorate for Foods, Roads and Rural Infrastructure
ERGP	Economic Recovery and Growth Plan
ESP	Economic Sustainability Plan
FAO	Food and Agricultural Organization
FCT	Federal Capital Territory
FEC	Federal Executive Council
FGD	Focus Group Discussion
FMARD	Federal Ministry of Agriculture and Rural Development
FSP	Family Support Programme
GDP	Gross Domestic Product
HIV/AIDS	Acquired Immunodeficiency Virus/Human Immunodeficiency Syndrome
ICESCR	International Covenant on Economic, Social and Cultural Rights
IGR	Internally Generated Revenue

IITA	International Institute for Tropical Agriculture
LGAs	Local Government Areas
MAP	Mass Agricultural Programme
MDGs	Millennium Development Goals
MSMEs	Micro, Small and Medium Enterprises
NEPAD	New Partnership for Africa's Development
NESP	The Nigerian Economic Sustainability Plan
NGOs	Non-Governmental Organisations
NGP	National Gender Policy
NIHORT	National Horticultural Research Institute
NIMET	Nigeria Meteorological Agency
NISRAL	Nigeria Incentive-Based Risk Sharing System for Agricultural Lending
OYADEP	Oyo State Agricultural Development Programme
PHL	Post-Harvest Loss
RECs	Regional Economic Communities
SAP	Structural Adjustment Programme
SDGs	Sustainable Development Goals
SGBV	Sexual and Gender Based Violence
SHWF	Small Holder Women Farmers
SWOFON	Small Scale Women Farmers Organisation in Nigeria
UDHR	Universal Declaration of Human Rights
UN	United Nations
UNDP	United Nations Development Programme
WIA	Women-in-Agricultural Programme
WOFAN	Women Farmers Advancement Network

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## **EXECUTIVE SUMMARY**

Chapter One is the introduction and it contains the background, rationale and objectives of the study, study methodology, Oyo State in context and introduces the Small-Scale Women Farmers Organization in Nigeria (SWOFON) and its Charter of Demands. It notes that the arable land in Oyo State can support crops, animal husbandry, forestry and fisheries. The historical and extant fact of women marginalisation in agriculture is prevalent in the State.

SWOFON in Oyo State faces several challenges and some of the issues required to resolve the challenges are listed in the Charter of Demands. They include access to processing machinery and equipment for cassava, palm oil and maize; extension services and training on value chains; gender friendly farm equipment that reduces drudgery and improves productivity such as harvesters, tillers, hand sprinklers, ploughs, planters, etc. Others are access to fertilisers, chemicals, pesticides and hybrid seedlings; grants to support increased production as well as subsidised loans without interest rates or single digit interest rate; building of storage facilities like silos for seed preservation and agriculture business; construction of dams, boreholes and manual water pumps for irrigation farming and construction of rural road networks for easy access to markets. There is also a demand for improved security in the State.

Chapter Two reviews the international and national policies and standards applicable to women and gender mainstreaming in agriculture. They include the International Covenant on Economic, Social and Cultural Rights (ICESCR), Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa, Sustainable Development Goals (SDGs), the Beijing Declaration and Platform for Action. Others are the Comprehensive Africa Agricultural Development Programme (CAADP), the Maputo and Malabo Declarations of the African Union (AU), the Constitution of the Federal Republic of Nigeria 1999 (as amended), Agriculture Promotion Policy (APP), Gender Policy in Agriculture, National Gender Policy and the Economic Sustainability Plan.

Chapter Three is on budget analysis. Over the five-year period, the average funding available to the sector was 3.36 percent of the overall budget. In no year did the Oyo State Government meet the Maputo and Malabo Declaration commitment of dedicating not less than 10 percent of the budget to agriculture. The budget had challenges related to its dissonance with policies, plans and legal standards. It also had severe credibility challenges and there was the absence of popular participation in budget formulation and across the entire budgeting process.

Chapter Four is on other funding support, research and costing the SWOFON Charter of Demands. It reviewed information on World Bank's Fadama III interventions, CBN's developmental banking support in agriculture and activities of research institutes in the State. Finally, it costed selected and feasible contents of the Oyo State SWOFON Charter of Demands.

Chapter Five is on conclusions and recommendations. The following recommendations emerged from the study.

#### **A. To the Executive**

**(i).** Review the State level Policy in Agriculture and formulate a State Gender Policy in Agriculture following the lead of the APP and National Gender Policy in Agriculture. The policies should be costed in an implementation plan to guide budgeting and the realisation of policy objectives.

**(ii).** To improve policy coherence, develop a gender responsive budgeting toolkit or guideline for mainstreaming gender into agriculture sector budgets. This should be followed by capacity building of public officials in relevant MDAs (Agriculture, Water Resources and Rural Development, Environment, Women Affairs, etc.) on national and international standards governing agriculture.

**(iii).** Strengthen collaboration between key MDAs especially the Ministries of Agriculture, Water Resources and Rural Development, Environment, Women Affairs to ensure that all components of agriculture - crop cultivation, animal husbandry, fisheries and forestry have a harmonious policy implementation framework.

**(iv).** Furthermore, strengthen collaboration between MDAs relevant to the full value chain of agriculture including the aforementioned MDAs in paragraph (iii) above and the Ministries of Finance, Budget and Planning, and Commerce, Industry and Cooperatives.

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

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

**(vii).** Guarantee popular participation to open up all stages of the budgeting process to popular inputs and involve SHWF in planning and implementation of agricultural policies and programmes in the State. This should include budget preparation, monitoring and evaluation, reporting, etc.

**(viii).** Provide affirmative action quotas for SHWF in state funded agriculture credits and loans and ensure that such quotas are built into donor funded projects and agricultural loans. Alternatively, provide dedicated Revolving Loan Schemes for SHWF.

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

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

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

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

- ❖ Targeted extension services which links SHWF with innovations, research findings, education on new farming techniques, etc. This involves strong collaboration with local governments. Increasing the number of state and local government level female extension workers is imperative;
- ❖ Capacity building on climate change resilience, adaptation and mitigation strategies as well as organic farming;
- ❖ Capacity building on management of agriculture cooperatives, financial literacy and group dynamics in its link to modern agriculture practices;
- ❖ Removing drudgery from agriculture through gender friendly 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 women;
- ❖ Improved seeds/seedlings, stems, fertilisers, pesticides, feeds, animal stock storage facilities, irrigation facilities;

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

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

#### **B. To the Legislature**

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

#### **C. To Civil Society Including SWOFON**

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

# Chapter One

## INTRODUCTION

### 1.1 Background and Rationale for the Study

According to data from the National Bureau of Statistics, agriculture's contribution to gross domestic product (GDP) between 2018 and 2020 shows that in 2018, it constituted 25.1% of GDP.<sup>1</sup> The figure remained stable at 25.2% in 2019 but over the period, 2018 to Quarter 2 2020, it was an average of 25.44%. The National Gender Policy in Agriculture affirms that:<sup>2</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”.*

Traditional communities in Oyo State include women, who like their male counterparts, are engaged in farming. Women either farm on their own or assist their husbands in all crop farming activities.<sup>3</sup> They are also involved in livestock farming. They rear chicken, goats and sheep using self labour and the labour of their children and housemaids.<sup>4</sup>

Further insights into the role of women in agriculture affirms the essential contribution of women to agriculture and rural enterprises across the developing world. It is affirmed that the overall labour burden of women in agriculture exceeds that of men, and includes a higher proportion of unpaid household responsibilities, which is over-represented in rural labour markets, where they are often paid less than men, for the same work.<sup>5</sup> Various factors that prevent women from improving their agricultural productivity have been

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<sup>1</sup> See <https://www.nigerianstat.gov.ng/>:National Bureau of Statistics GDP Reports 2018-2020.

<sup>2</sup> At page 71 of the Gender Policy in Agriculture, Federal Ministry of Agriculture and Rural Development, 2019. Earlier statistics have indicated that women constitute up to 60-79 percent of labour in the agricultural sector and they operate along the whole value chain and process of food crops in the nation; See FAO and ECOWAS Commission, 2018, National Gender Profile of Agriculture and Rural Livelihoods – Nigeria. Country Gender Assessment Series, Abuja. 92 pp. <http://www.fao.org/3/CA0818EN/ca0818en.pdf>

<sup>3</sup> Oladejo J.A., Olawuyi S.O., and Anjorin T.D., 2011. Analysis of Women Participation in Agricultural Production in Egbedore Local Government Area of Osun State, Nigeria. *International Journal of Agricultural Economics And Rural Development*. 4. 1-11.

<sup>4</sup> Adawo, M. (2001). Women in Agriculture and Appropriate Technology in Nigeria. *South African Journal of Economic and Management Sciences*. 4. 90-98. 10.4102/sajems.v4i1.2631.

<sup>5</sup> SOFA Team and Cheryl Doss, 2011. The Role of Women in Agriculture. *Agricultural Development Economics Division*. ESA Working Paper, The Food and Agriculture Organization of the United Nations. 11(02):47. [www.fao.org/economic/esa](http://www.fao.org/economic/esa) 1

documented in literature and they range from cultural and social factors to crucial matters of economy and policy. Agricultural policy deficiencies manifest in policies that are not gender sensitive, and when they are implemented to the letter, will produce inequality between men and women. Specifically, the identified factors include custom and religious practices, lack of educational or technical training, labour laws and trading customs, difficulties in combining domestic and labour market activities, etc.<sup>6</sup> Women are too often marginalised in their families and their communities, suffering from a lack of access to credit, land, education, decision-making power and the right to paid work. Disproportionately, women have less access to, and control over resources than men and as such, women comprise the majority of the world's poor in both the urban and rural sectors.<sup>7</sup> Reports of focus group discussion conducted by FAO and ECOWAS Commission/CGA, confirms that women lack access and control over critical resources in land, training, input, technology, equipment, water and health facilities.<sup>8</sup>

Rural women who do the bulk of agriculture work face several challenges and the woman's role in promoting economic growth and social stability continues to be inadequately recognised and under-valued.<sup>9</sup> This is largely attributed to patriarchy, which subjects women to an inferior position in society. There are customs that forbid women from owning land. According to data from UNDP, women represent just 13% of landowners in the agricultural sector.<sup>10</sup> Also, there is sexual division of labor, which keeps women subordinated to men. There is the issue of unpaid productive activities performed by women at the domestic front. Other factors responsible for the non-recognition of women's contribution in the agricultural sector include the land tenure system and the difficult to satisfy bank collateral or security requirements for loans intended for agricultural production.<sup>11</sup> A study on women in agriculture indicates that 66% of women in Nigeria do not have access to credit, thereby hindering their participation in commercial farming activities.<sup>12</sup> Another study indicates that less than 10 percent of the credit offered

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<sup>6</sup> Oladejo J.A., Olawuyi S.O., and Anjorin T.D., 2011, supra, at footnote 3.

<sup>7</sup> Spieldoch, A. (2007). A Row to Hoe: The Gender Impact of Trade Liberalization on our Food System, Agricultural Markets and Women's Human Rights. *Institute for Agriculture and Trade Policy*. <https://agris.fao.org/agris-search/search.do?recordID=GB2013202311>

<sup>8</sup> FAO and ECOWAS Commission. 2018. National Gender Profile of Agriculture and Rural Livelihoods – Nigeria. Country Gender Assessment Series, Abuja.

<sup>9</sup> Mohammed B.T. and Abdulquadri A.F., (2012). Comparative Analysis of Gender Involvement in Agricultural Production in Nigeria. *Journal of Development and Agricultural Economics*. 4(8):240-244. However, article 14 of CEDAW is clear on state duties towards the rights of rural women.

<sup>10</sup> United Nations Development Programme. (1995). Human Development Report 1995. Oxford: Oxford University Press.

<sup>11</sup> In addition, Mtsor and Idisi (2014) cited in FAO (2018) identified the uncertainty of women's ability to articulate their problems and needs effectively; (FAO and ECOWAS Commission. 2018. National Gender Profile of Agriculture and Rural Livelihoods – Nigeria. Country Gender Assessment Series)

<sup>12</sup> Adams O.K., (2017). Nigeria Women in Agriculture: Challenges and Way Forward. *IOSR Journal of Humanities and Social Science (IOSR-JHSS)*, 22(1):102-106. [www.iosrjournals.org](http://www.iosrjournals.org) DOI: 10.9790/0837-220103102106.

to small scale farmers in Nigeria is appropriated to women farmers and the women are discouraged from applying for formal loans due the complex process involved, unsuitable loan sizes and credit rates.<sup>13</sup> Therefore, the overwhelming majority of women farmers are small scale subsistence farmers.

In response to the challenges and marginalisation faced by women in the agriculture sector in Nigeria, several initiatives and interventions such as the Women-in-Agricultural Programme (WIA), Women Farmers Advancement Network (WOFAN), Women Lead Agriculture in Nigeria and the Small-Scale Women Farmers Organization in Nigeria (SWOFON) have been launched by the government and non-governmental organisations. The goal common to these initiatives and interventions is to empower women, by giving them equal opportunities in the agricultural sector and to recognise their efforts in the household and nation at large.<sup>14</sup> However, in spite of these interventions, many rural women are still excluded from the benefits of modern agricultural improvements. Notwithstanding the challenges, participation in women's groups gives women farmers the opportunity to voice their needs and champion their own cause. It also affords them the opportunity of organising themselves into groups for production, processing and marketing.

Women also face the challenge of accessing agricultural inputs, relevant agricultural information and extension services. A gender assessment series on national gender profile in agriculture and rural livelihoods reports that the inadequate development experienced in agricultural sector and rural areas is as a result of insufficient attention to gender and the absence of gender disaggregated database to inform policies<sup>15</sup>. A serious limiting factor for women has been the inability to own land which prevents them from growing cash crops – also termed 'male crops'. Time spent in farm operations (processing, planting and fertiliser application) and agribusiness (marketing, recordkeeping and sales) is higher for women than men in all agro-ecological zones. Men also have the advantage because they mostly sell their own produce unlike women who are too involved in the subsistence and non-commercial parts of the value chain.

The above factual scenario flies in the face of a multiplicity of national and international standards which prohibit discrimination in all its forms especially gender-based discrimination. Various standards also call for reduction of inequality and the formulation and implementation of standards that will promote equality. This calls for an empirical enquiry into the reasons that facilitate discrimination and the factors that will improve the rights of women in agriculture.

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<sup>13</sup> Ugwu, Paula. (2019). Women in Agriculture: Challenges Facing Women in African Farming.

<sup>14</sup> wofan.ng.org, CIRDDOC Nigeria, newsdeeply.com, Ogunlela and Mukhtar, 2009 and swofon.org).

<sup>15</sup> FAO and ECOWAS Commission. 2018. National Gender Profile of Agriculture and Rural Livelihoods – Nigeria. Country Gender Assessment Series, Abuja. 92 pp.

## 1.2 Objectives and Methodology of the Study

The overall goal of this study is to provide technical support to SWOFON through a baseline study and analytical review of public expenditure in the agriculture sector over the period 2015-2019. It is also to provide an agenda for mainstreaming gender on the agenda of public budgeting at the Oyo State level. 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 Oyo State Government through its annual budgets have facilitated support for smallholder women farmers (SHWF) across the State in recent years. It seeks to establish the links between international, regional and national standards on gender and agriculture and the budget in recognition of the plan, policy, budget continuum. Plans, policies and laws ought to resonate in the budget for their meaningful implementation.

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

It is against this backdrop that the research attempts to proffer answers to the following research questions.

- i. What are the needs, inputs, applications and mechanisation equipment demanded by SWOFON in the state? What is the financial cost of procuring the demands?
- ii. Are there international, national, state level policy and standards applicable to budgeting for women farmers and SHWF in particular in the state?
- iii. Is the budgeting process participatory and inclusive of SHWF in decision making in the allocation of funds to agriculture in the state?
- iv. How much has been allocated to agriculture? Did the allocations meet the Maputo and Malabo Declaration Principles?
- v. Were the appropriations to agriculture representative of policy positions? Was the plan, policy, budget continuum evident in the appropriations?

- vi. What portion of the appropriated sums could be benefit SWOFON or indeed actually benefitted SHWF?
- vii. To what extent were the appropriations implemented and utilised for the purpose(s) authorised?
- viii. Is the budget credible in terms of appropriations and releases of funds?
- ix. What are the other sources of financing and in-kind services for agriculture - internal and external loans, grants, extra budgetary funds, etc? Were the funds from other sources programmed and utilised in a gender sensitive manner?
- x. What is the link between SHWF and research institutes and the output of the institutes? Do SHWF have access to new and improved technologies, especially on climate smart agriculture?
- xi. Were provisions made in appropriation and implemented for extension services to SHWF?
- xii. Were there provisions for SHWF to fully participate in other parts of the agriculture value chain beyond planting and harvesting?
- xiii. Did the state utilise the maximum of available resources for the progressive realisation of improvements in agricultural productivity?

In answering the questions, the study employed the use of primary and secondary data. To achieve effective primary data collection, the research design and used a qualitative method, through the Focus Group Discussion (FGD) to gather data from SWOFON members in Oyo State. Secondary data was gathered from relevant sources such as technical reports, journals, books, reliable internet sources and government files. Desk reviews focused on budget appropriations, budget implementation reports, reports of the Accountant General and Auditor-General's reports, etc. It also focused on the review of national and international standards relevant to the study.

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 by the state budget.

### **1.3 Oyo State in Context**

Oyo State, with a total land area of 28,454 square kilometers, is located in the South-West geopolitical zone of Nigeria on Latitude N8°0'0" and Longitude E4°0'0".<sup>16</sup> The State

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<sup>16</sup> Adeshina, I. Adeola, J.O, Ajani E.K., and Yusuf, A.A., (2016). Natural Occurrence of *Diplostomum spp.* in Farm-raised African Catfish (*Clarias gariepinus*) from Oyo state, Nigeria. *International Journal of Veterinary Science and Medicine*. 4:41-45

is bordered in the north by Kwara State, in the south by Ogun State, in the east and west by Osun State and Ogun State/Benin Republic respectively.

Oyo State was carved out of the old Western Region in 1976.<sup>17</sup> The State at first included Osun state, which was created in 1991. With its capital at Ibadan, the State is fairly homogeneous, mainly occupied by the Yoruba ethnic group who are primarily agrarian, engaged in both crop and livestock farming. Aside its political division into thirty-three local governments and twenty-nine local council development areas, Oyo State has a population of about 6 million with over 49% of the population being female.<sup>18</sup>

The State consists of old hard rocky and domed shaped hills, which are as high as 500 meters in the south and 1, 219 meters in the northern part. With a gently rolling low land in the south, rising to a plateau of about 400 meters, Oyo State is blessed with rivers flowing from the upland to the north-south direction. The State has an equatorial climate with dry and wet seasons, ranging from November to March and April to October respectively, relatively high humidity, with an average daily temperature ranging between 25 °C (77.0 °F) and 35 °C (95.0 °F), almost throughout the year. The rain forest vegetation pattern in the south and guinea savannah in the north provides vast arable land. In addition, there are thick forests in the southern part of the State that give way to grassland interspersed with trees in the North.<sup>19</sup> Some of the major rivers in the State are Ogun and Oba Rivers and they originate in the highland.

Oyo State is also notable for its old Oyo National Park among other important monuments. The State is made up of four agro-ecological zones, which are Ibadan/Ibarapa, Oyo, Saki and Ogbomosho zones.<sup>20</sup> The major agricultural products grown in the State can be divided into trees, roots and tubers and cereals. The main tree crops of the State are cultivated in the forest zones in the southern parts, notably in Ibadan/Ibarapa, Southern Oyo and the river basins and isolated pockets of the Ogo-oluwa and Oriire local governments in Ogbomosho. The tree crops are cocoa, kolanuts, cashew nuts, citrus fruits, oil palm and rubber. Cassava and yam are the major root and tuber crops grown in the State, while maize and millet are predominantly cultivated in the savannah areas in Oyo, Oyo North and Ogbomosho. Orange and pineapple are well grown in Ibarapa, Oluyole and Afijo local governments.

Also, livestock farming is a common practice in Oyo State, where a variety of animals including sheep, goat, pig, chicken, duck, geese, turkey and rabbits are bred. Not to be

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<sup>17</sup> <https://oyostate.gov.ng/about-oyo-state/>

<sup>18</sup> National Bureau of Statistics, 2013.

<sup>19</sup> <https://oyostate.gov.ng/about-oyo-state/>

<sup>20</sup> OYADEP in Adeshina et al., (2016), supra.

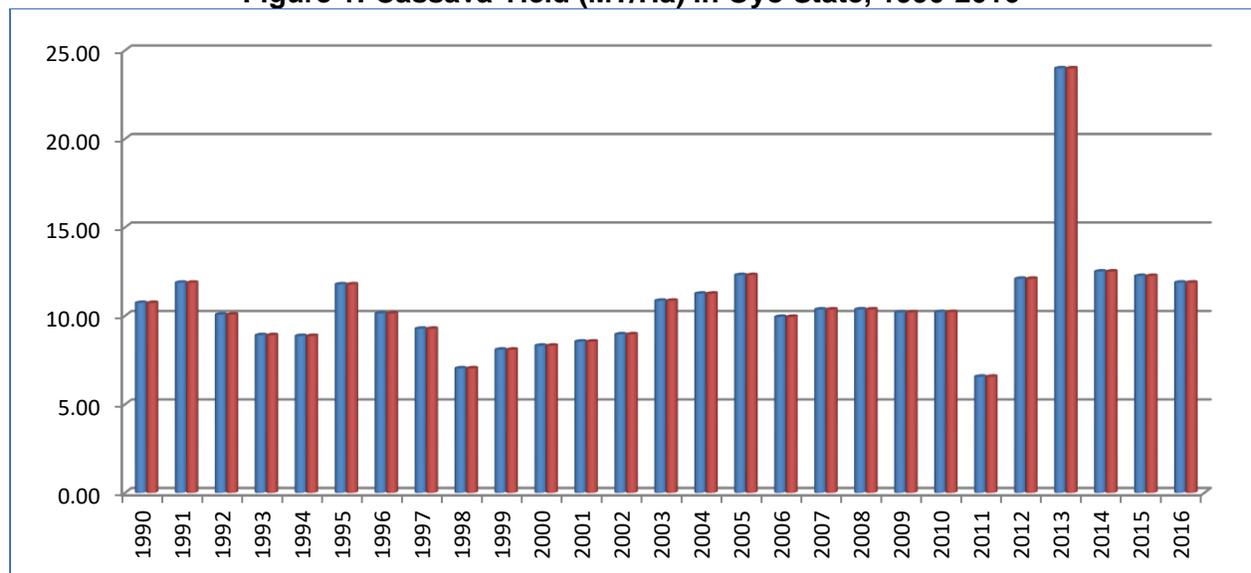
left out is the cattle rearing activity practiced mainly by the Fulanis in the savannah areas in Ogbomosho, Oyo, Iseyin, Kajola and other parts of Oyo North.

#### 1.4 Trends in Production of Some Crops and Livestock in Oyo State

This section reviews the trends in the production of notable crops cultivated in the State using the latest available data extracted from the Ministry of Agriculture in Oyo State.<sup>21</sup>

**1.4.1 Cassava:** Figure 1 below shows the yield of cassava in Oyo State from 1990 – 2016. During this period, there was an unstable trend in the yield of this crop. However, in 2013, a sharp increase was recorded as the yield of cassava rose above 20 metric tonnes per hectare, which was a massive breakthrough in cassava production, but declined sharply in 2014 and beyond. However, the increase and subsequent decline are unexplained and the 2013 yield is clearly an outlier.

**Figure 1: Cassava Yield (MT/Ha) in Oyo State, 1990-2016**

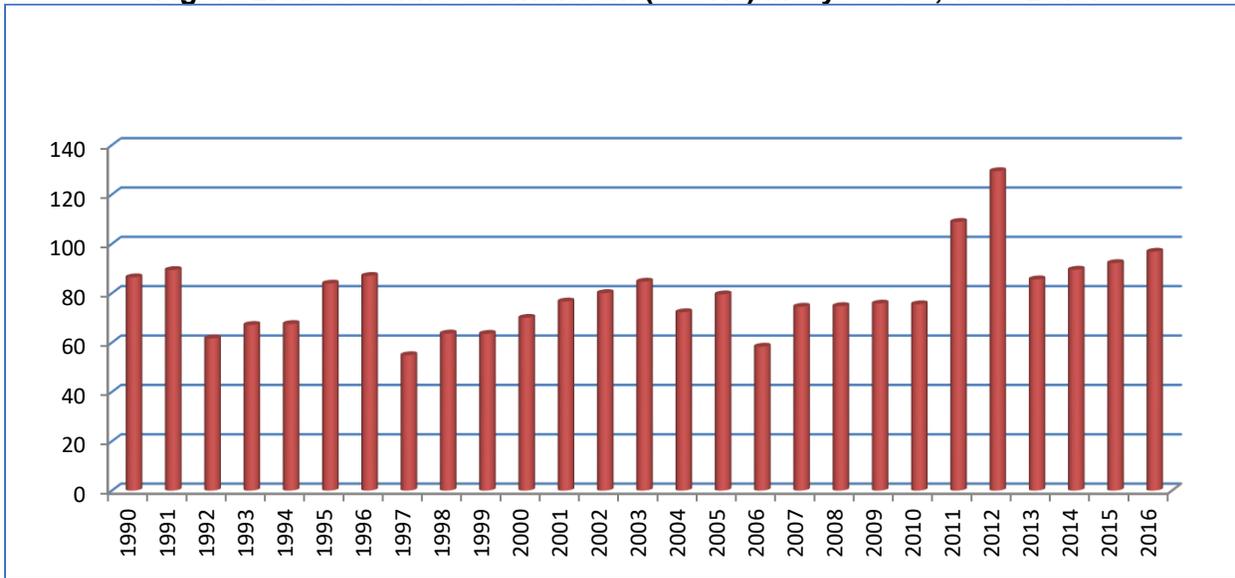


Source: Oyo State Agricultural Transformation Policy Framework

**1.4.2 Yam:** Figure 2 shows the area of land cultivated with yam in Oyo State from 1990-2016 while Figure 3 shows the yield per hectare. The variation in the cultivation of yam in the State is not very wide, but hit its peak between 2011 and 2012, when over 120,000ha of land was used to plant yam. However, a decline was recorded after that year with just over 80,000ha of land being cultivated but it increased above 90,000ha of land in 2016.

<sup>21</sup> Olarinde, L. Tahirou, A. Okuwa, K. Aramowo, D. and Dixon, A. 2019. *Oyo State Agricultural Transformation Policy Framework*. Ibadan: International Institute of Tropical Agriculture (IITA) and Oyo State Government.

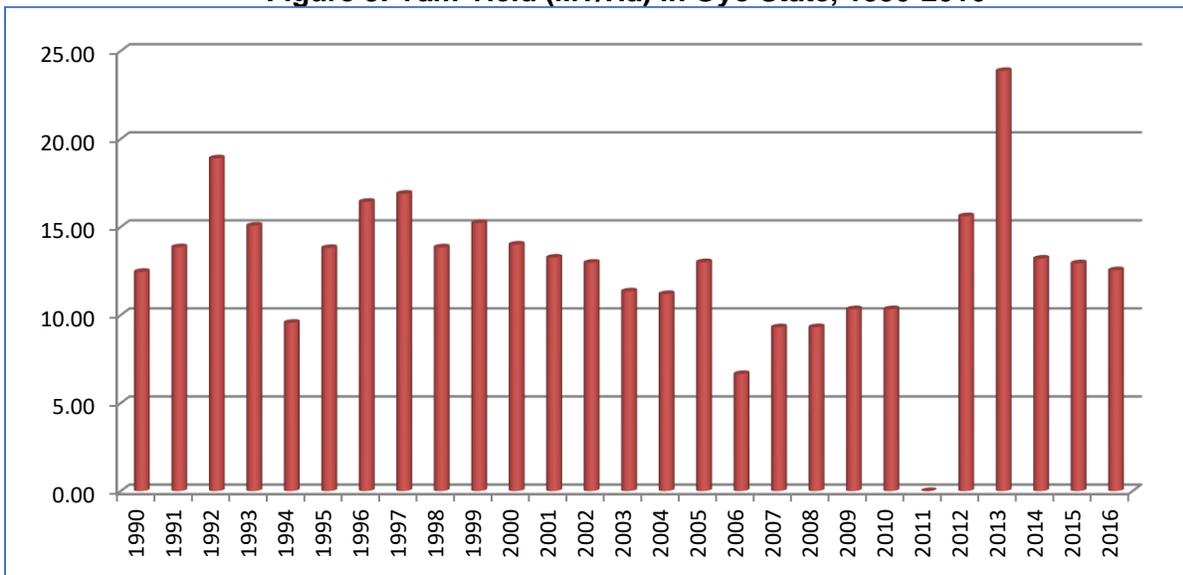
**Figure 2: Area Cultivated with Yam ('000Ha) in Oyo State, 1990-2016.**



Source: Oyo State Agricultural Transformation Policy Framework

Figure 3 shows the yam yield in metric tonnes per hectare (MT/Ha) 1990-2016.

**Figure 3: Yam Yield (MT/Ha) in Oyo State, 1990-2016**



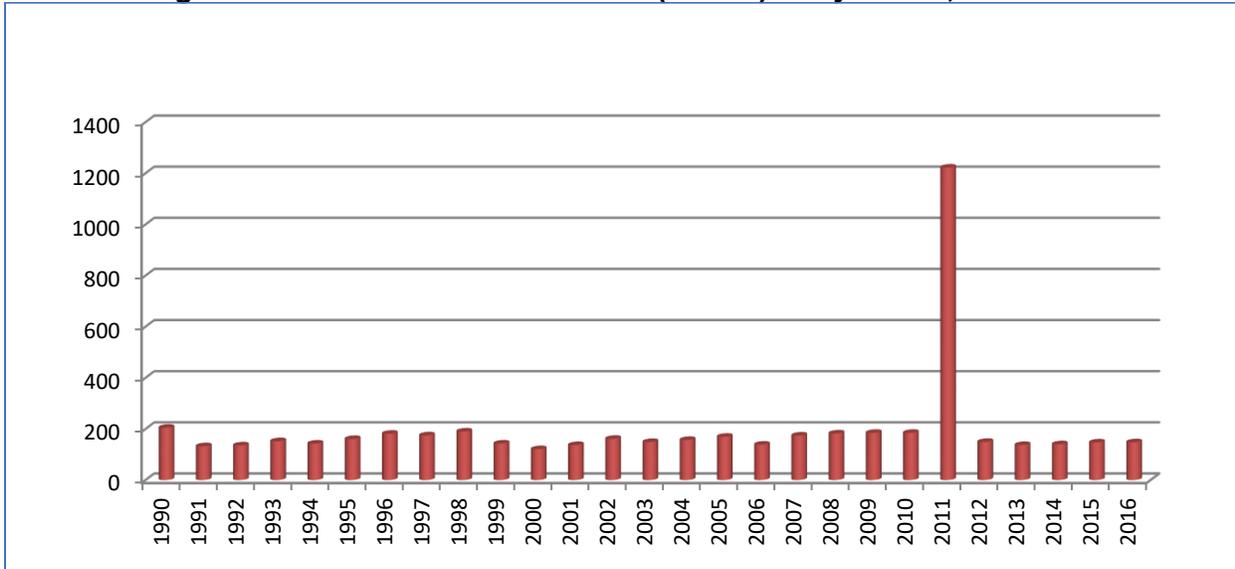
Source: Oyo State Agricultural Transformation Policy Framework

2012 was the outlier year in terms of increased area under cultivation while 2013 was the outlier in terms of yield MT/Ha.

**1.4.3 Maize:** The area of land used for the cultivation of maize in Oyo State is shown in Figure 4 below while Figure 5 is the maize yield per hectare. The peak of production of

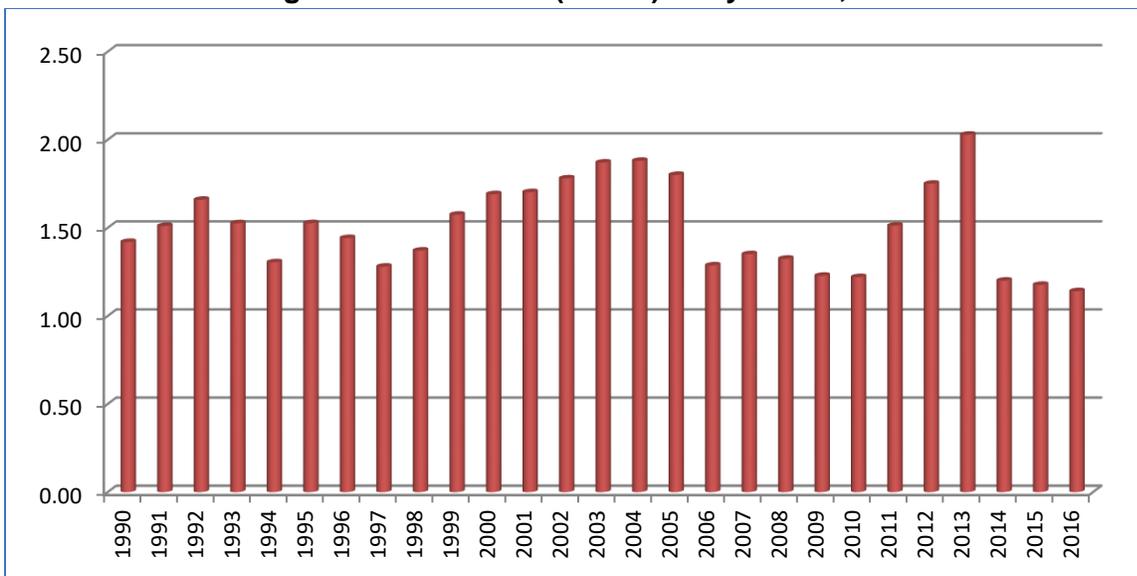
this crop was recorded in 2011, when 1200('000) ha of land was cultivated, after which a sharp decline followed in 2012.

**Figure 4: Area Cultivated with Maize ('000Ha) in Oyo State, 1990-2016**



Source: Oyo State Agricultural Transformation Policy Framework

**Figure 5: Maize Yield (MT/Ha) in Oyo State, 1990-2016**



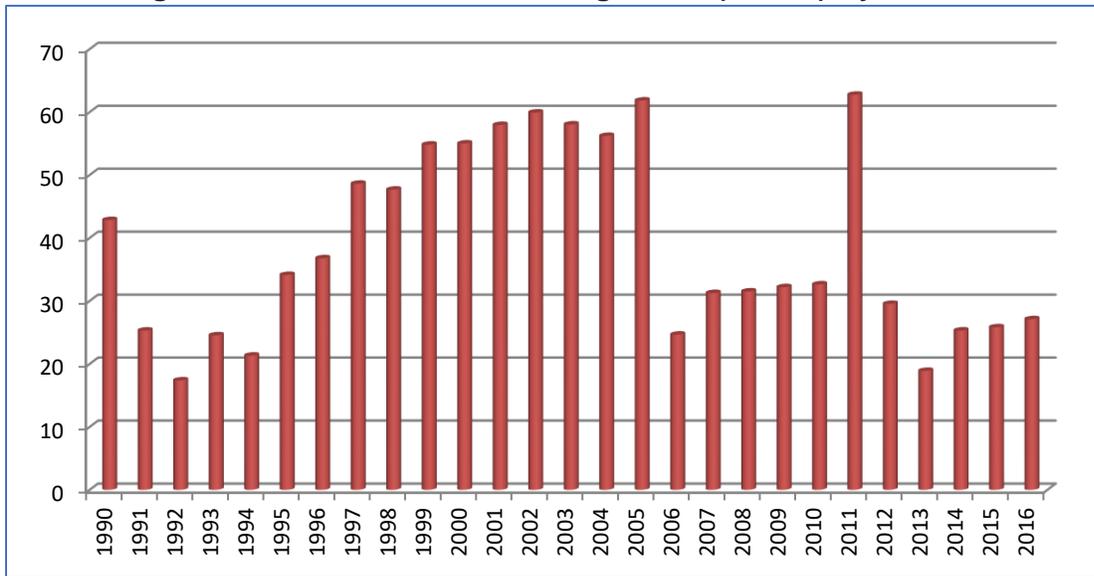
Source: Oyo State Agricultural Transformation Policy Framework

In terms of land under cultivation, 2011 was the outlier year while 2013 recorded the greatest yield per hectare.

**1.4.4 Sorghum:** Figures 6 and 7 is on the land area cultivated with sorghum and the yield per hectare. Sorghum in Oyo State reached its peak production in 2005 and 2011 as

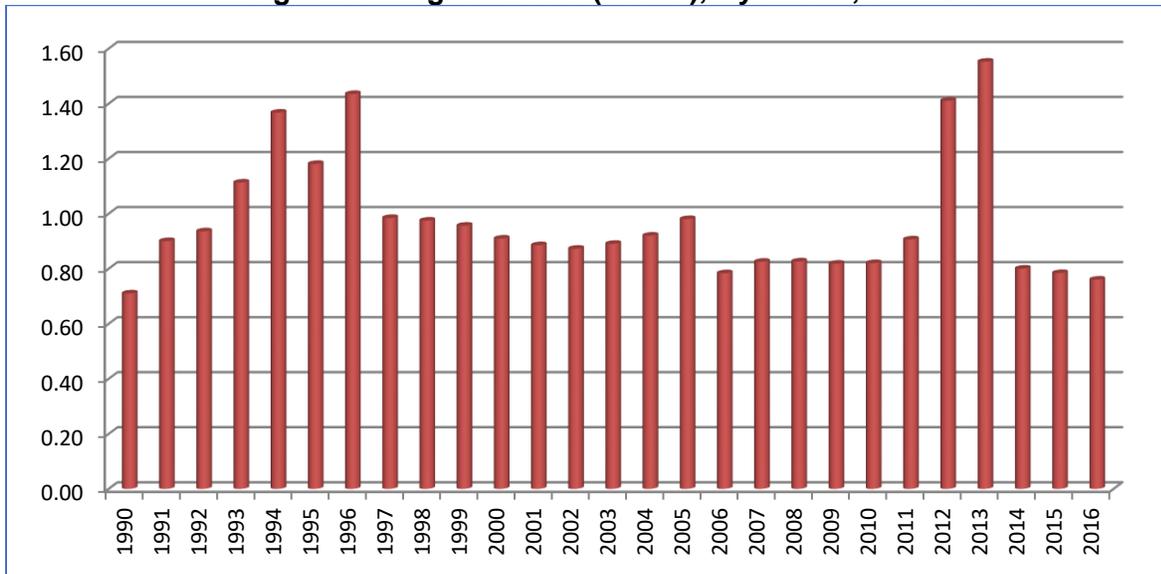
shown in Figure 6, when it was produced on land mass above 60,000ha. This production however, reduced greatly to the use of less than 30,000ha in 2012 and has since then maintained that range.

**Figure 6: Area Cultivated with Sorghum in ('000Ha) Oyo State, 1990-2016**



Source: Oyo State Agricultural Transformation Policy Framework

**Figure 7: Sorghum Yield (MT/Ha), Oyo State, 1990-2016**



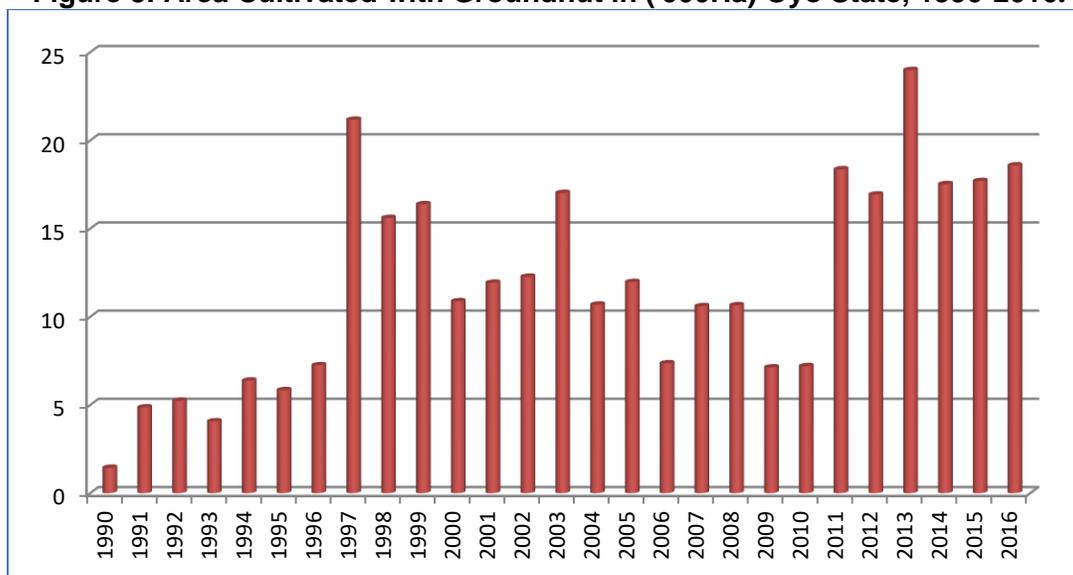
Source: Oyo State Agricultural Transformation Policy Framework

The years 2013, 1996, 2012 and 1994 recorded the most impressive yields per hectare in sorghum production in the State.

**1.4.5 Groundnut:** Figures 8 and 9 is on the land area cultivated with groundnut and the yield per hectare. The cultivation of groundnut in Oyo State as shown in Figure 8

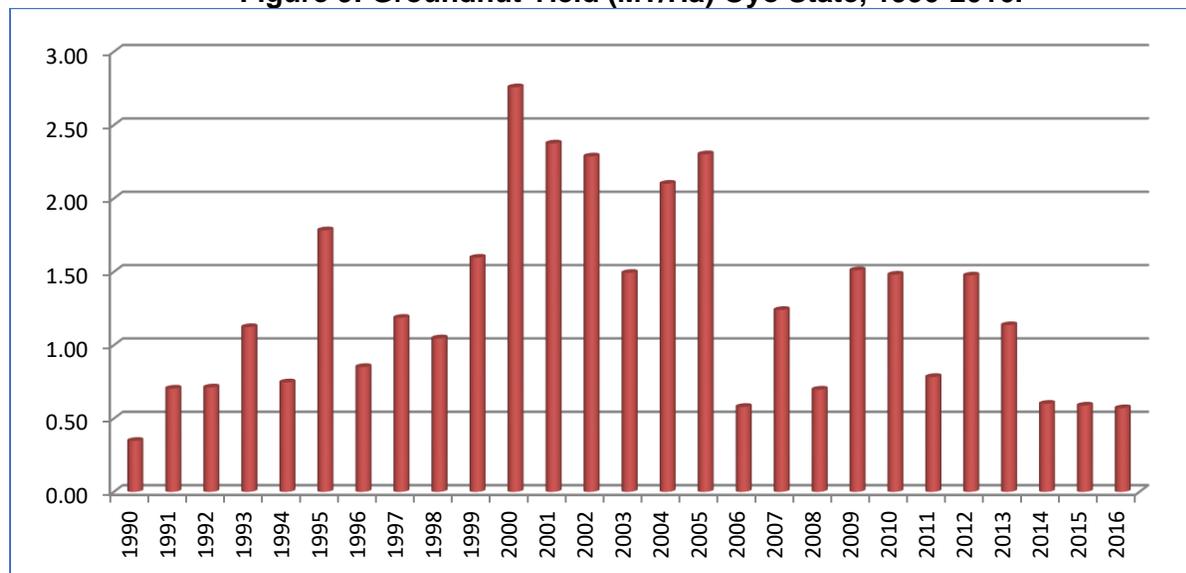
continued to rise steadily from the 1990's, with fluctuations in the early 2000's and reached its peak in 2013, when over 20,000ha of land was used for its cultivation.

**Figure 8: Area Cultivated with Groundnut in ('000Ha) Oyo State, 1990-2016.**



Source: Oyo State Agricultural Transformation Policy Framework

**Figure 9: Groundnut Yield (MT/Ha) Oyo State, 1990-2016.**



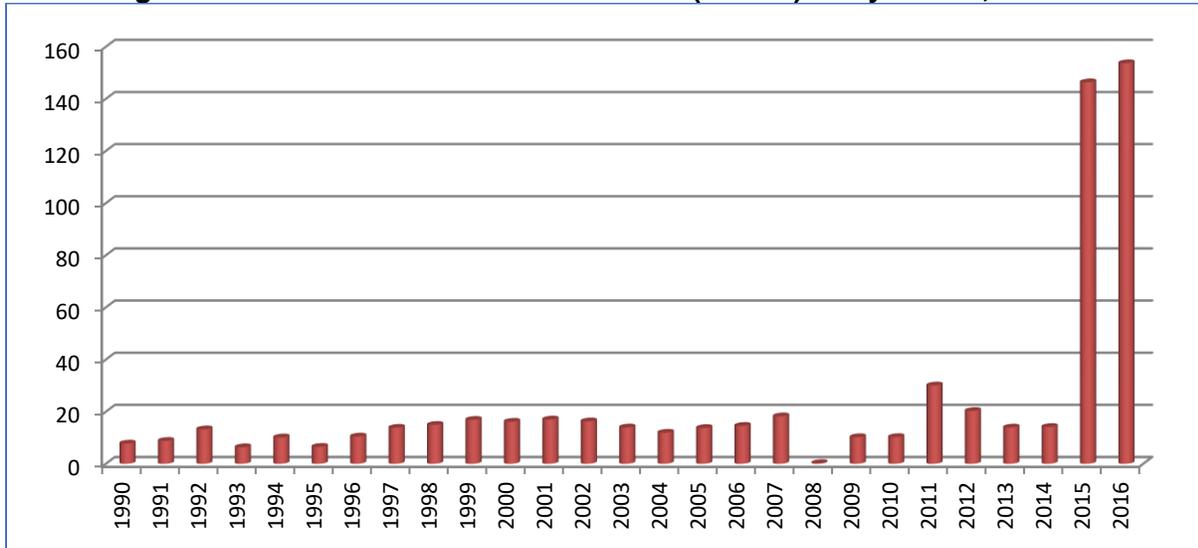
Source: Oyo State Agricultural Transformation Policy Framework

The years 2000, 2001, 2002 and 2005 recorded the best yields of groundnut per hectare. But the sudden drop in yield per hectare after these years is unexplained.

**1.4.6 Tomatoes:** Figures 10 and 11 is on land area under tomato cultivation and the yield per hectare. Tomato cultivation in the State as shown in Figure 10 was very low in the

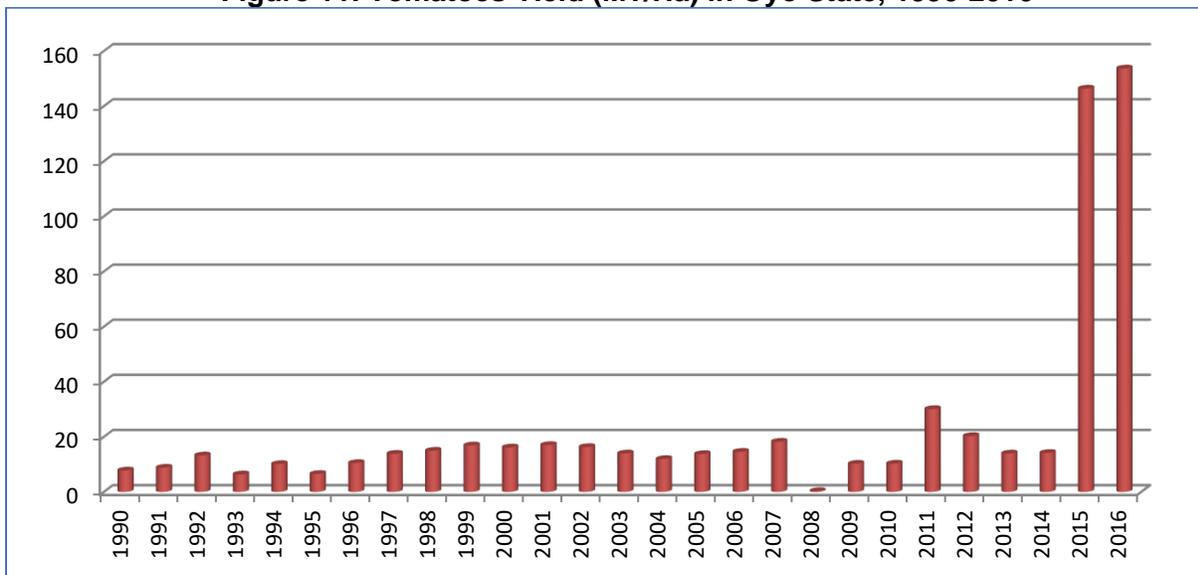
90's, even up till the early 2000's. This unstable trend continued till 2014. However, a sharp increase was recorded in 2015 and hit its peak in 2016, when over 140,000ha was used to plant tomato.

**Figure 10: Area Cultivated with Tomatoes ('000Ha) in Oyo State, 1990-2016.**



Source: Oyo State Agricultural Transformation Policy Framework

**Figure 11: Tomatoes Yield (MT/Ha) in Oyo State, 1990-2016**



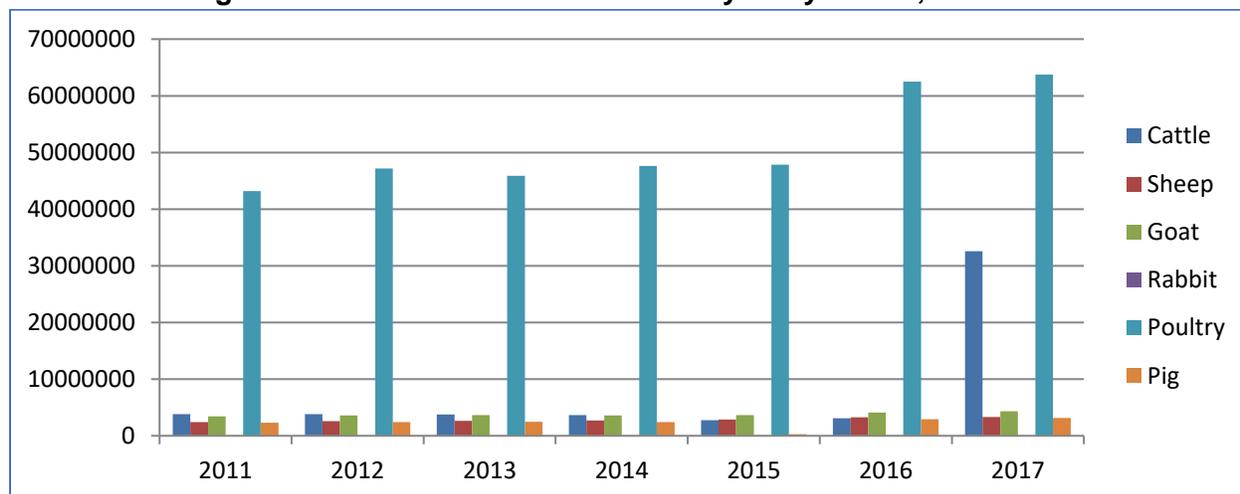
Source: Oyo State Agricultural Transformation Policy Framework

Tomato yield per hectare was also very low until the years 2015 and 2016 when the yield drastically increased. However, the factors leading to this sharp increase is unexplained.

**1.4.7 Livestock Production in Oyo State:** Figure 12 below shows the trend of livestock production in Oyo State from 2011-2017. Poultry production still remains the most

practiced among the livestock farmers in Oyo State and it increased continually till 2017. Rearing of other animals as shown in the Figure is practiced at much lower rates.

**Figure 12: Livestock Production Survey in Oyo State, 2011-2017**



Source: Department of Livestock Services and Animal Husbandry, Ministry of Agriculture, Oyo State

### 1.5 SWOFON and the Charter of Demands

SWOFON is a coalition of over 500,000 SHWF spread across Nigeria. It organises and empowers women farmers' associations and groups to engage duty bearers around agricultural expenditure and investments. Their main objective is to advocate for and support women farmers, especially those in rural areas to spur rural economic development, increase food production through capacity building of SHWF to demand for their rights and to serve as a vocal and visible pressure group on behalf of SHWF in Nigeria. SWOFON builds a collective voice for all SHWF to express their needs to policymakers and other development stakeholders, by engaging the government directly to further improve existing agricultural policies and their implementation. SWOFON has chapters across the thirty-five, out of the thirty-six states of the Federation; it also has a chapter in the Federal Capital Territory (FCT).

SWOFON believes that the effectiveness and efficiency of agricultural policies and support provided for SHWF to a great extent depends on the full participation of SHWF from the design, implementation, monitoring and evaluation of the support provided. It therefore devised a Charter of Demands which has been presented to Oyo State Government. The Charter of Demands includes the Expected Cost of Production (EOP) which is based on crops which SWOFON members are planting and also processing. However, there has been no official response to the Charter.

Crops cultivated by SWOFON members in Oyo State include maize, cassava, vegetables, tomatoes, watermelon, cocoa, yam and potatoes. SWOFON members are

also engaged in animal husbandry including poultry, piggery, goat as well as fish farming. Members have been discouraged from planting rice because of the technical advice needed in rice farming which has not been available to SWOFON.

### **Summary of Charter of Demands by SWOFON**

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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 unit's microfinance loans weekly to smallholder women farmers.
	Government allocation of 1500 hectares of lands in 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 rates to smallholder women farmers.
	Training in value chains, value addition and best farming practices through extension services.
	Supply of gender friendly farming equipment e.g., harvesters, threshers, to enhance farming productivity.
	Construction of storage facilities for crops, fruits and vegetables e.g., 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 markets.
	Allocation of subsidised farming inputs: plantain sucker, seedlings, fertilisers, 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 farmlands and cluster farmlands by the local governments' councils

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## Chapter Two

### POLICY AND LEGAL STANDARDS

#### 2.1 Introduction

Laws and policies cover all facets of human existence from cradle to grave. They are drivers of growth and innovation in every sector of the economy. The design and content of laws and policies – whether they take cognisance of the rights of all members of society – men, women, boys and girls, will to a great extent determine their ability to deliver for all of society. Agriculture is no exception as there are standards defining rights, entitlements and duties for men and women in crop cultivation, animal husbandry, fisheries and forestry practice. Some of the standards provide special protection for women and girls as they have remained vulnerable through the historical fact of marginalisation.

Implicit in this analysis is the concept of rights which is guaranteed by these standards for the benefit of women. Apart from the bare letters of the law which affirm a declaration of a right for a class of beneficiaries, for the right to be effective, it must create a specification of the content of the right or an account of what goods, interests or capacities the right protects; a class of duty bearers and their specific duties and social responsibilities; and 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>22</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. Oyo State as a component of the Nigerian Federation is bound to implement all treaties and standards binding on Nigeria.

#### 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>23</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.

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<sup>22</sup> M.E. Winston, International Institute of Human Rights Strasbourg, Collection of Lectures 2002.

<sup>23</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.

Nigeria is expected to implement its voluntarily entered obligations in good faith in accordance with the doctrine of *pacta sunt servanda*.<sup>24</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 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>25</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 rights of men and women to the enjoyment of all economic, social and cultural rights set forth in the present Covenant.*<sup>26</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>27</sup> This 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 which is the adoption of legislative measures.

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<sup>24</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.

<sup>25</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>26</sup> Article 3 of the ICESCR.

<sup>27</sup> Article 11 (1) of the ICESCR.

**B. Convention on the Elimination of All Forms of Discrimination against Women (CEDAW):**<sup>28</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>29</sup> CEDAW provides for agriculture within the context of improvement of rural livelihoods. It states in article 14 inter alia:

*“1. States Parties shall take into account the particular problems faced by rural women and the significant roles which rural women play in the economic survival of their families, including their work in the non-monetised 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 evidence supports 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”.*

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<sup>28</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>29</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.

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.*

National development planning and human development planning includes planning for the agriculture sector. The Protocol therefore mandates gender mainstreaming in planning and implementation of agriculture policies.

**D. Sustainable Development Goals (SDGs):** The current global development goals of the United Nations (UN) formally referred to as the Sustainable Development Goals

(SDGs) have replaced the former global development goals of the UN formally named the Millennium Development Goals (MDGs). The SDGs have a total of seventeen goals, and five out of the entire seventeen are connected to the subject of this study.

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

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

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

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

The target of doubling women’s agricultural productivity by the year 2030 therefore gives rise to the need to focus more on governments’ activities that facilitates 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 2.7 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>30</sup> and the challenges of climate change in agriculture.<sup>31</sup>

### **E. Beijing Declaration and Platform for Action<sup>32</sup>**

The Declaration calls for:<sup>33</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, 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 Programme (CAADP) is built around four pillars namely; (a) extending the area under sustainable land management and reliable water control systems; (b) improving rural infrastructure and trade-related capacities for improved market access; and (c) increasing food supply and reducing hunger. The fourth and long-term pillar is on agricultural research, technological dissemination and adoption. In terms of actions at national level, African Governments are expected to increase capacity to support farmer productivity; establish partnership between public and private sector for increased investment; increase the efficiency and use of water supply for agriculture; and enhance agricultural credit and financing schemes

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<sup>30</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>31</sup> Taking urgent action to combat climate change and its impact.

<sup>32</sup> Adopted at the 16th Plenary Meeting, on 15 September 1995 of the Fourth World Conference on Women meeting in Beijing, China.

<sup>33</sup> Paragraph 82 (j) of the Declaration.

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>34</sup> It is described in the following words:<sup>35</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.

### **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>36</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>37</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:*

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<sup>34</sup> <https://www.google.com/search?channel=crow2&client=firefox-b-d&q=CAADP+of+NEPAD>

<sup>35</sup> <https://www.nepad.org/cop/comprehensive-africa-agriculture-development-programme-caadp>

<sup>36</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*. It also marked the tenth Anniversary of the Adoption of the Comprehensive Africa Agriculture Development Programme.

<sup>37</sup> Preambular paragraph 8 of the Declaration.

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;
- suitable, reliable and affordable mechanisation 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>38</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, religious 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.*

*(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.

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<sup>38</sup> S. 1 (3) of the Constitution.

APP has a thematic area on youth and women and this seeks to maximise their contribution to agricultural production and to eliminate discriminatory practices in the employment of women and youth in the sector. Specifically, it states that:<sup>39</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 mechanisation serves as disincentive to women and youths; and lack of synergy between and among MDAs and other non-state actors in respect of implementation of women and youth programmes.<sup>40</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 and 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 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>41</sup> In the implementation timeline, APP scheduled “heavy support” for women and youth in 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.

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<sup>39</sup> APP at pages 45-46.

<sup>40</sup> APP at page 46.

<sup>41</sup> APP at pages 46-47.

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

#### **D. National Gender Policy – 2006<sup>42</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, 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>43</sup>

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<sup>42</sup> Federal Ministry of Women Affairs and Child Development, (2006), Volume 1.

<sup>43</sup> Supra at page 69.

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>44</sup>

### **E. Economic Sustainability Plan – 2020<sup>45</sup>**

The Economic Sustainability Plan (ESP, 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.

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.

### **F. Oyo State Policy on Agriculture**

The critical indicators identified in the 2019 Oyo State Agricultural Transformation Policy Framework include increase in Internally Generated Revenue (IGR) and employment in agriculture, increased production and productivity, reduction in post-harvest losses and wastage and reduction in food insecurity and poverty level in the state<sup>46</sup>. The policy while

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<sup>44</sup> Supra at page 70.

<sup>45</sup> This is a programme designed to ensure that Nigeria bounces back from the economic and social challenges occasioned by the corona virus pandemic.

<sup>46</sup> Oyo State Agricultural Transformation policy, April 2019

recognising the urgent need for more capital investment in the agricultural sector focuses more on the expected outcome than on the required inputs from the government in terms of capital investment.

The Policy conducted a SWOT analysis for the major crops for which Oyo State has comparative advantage. The role of groups of actors along the value chain were considered specifically, agro-input suppliers, crop and livestock producers, crop and livestock processors/end-users and cross-cutting issues, research and outreach, extension and advisory services/government ministry and financial institutions. Value chain analysis was done for food crops, cash crops and livestock within the context of their production in Oyo State. It is expected that proper value chain development would facilitate a change in enterprise behavior and improve relationships among actors along the chain, target leverage points for multiplier effects, empower private sector and give room for adaptive management. A major gap in the policy and analysis is it did not mainstream gender considerations and did not factor in the needs of SHWF.

Farmers, input suppliers, extension workers, marketers/traders, transporters and processors are expected to work together to restore the state's lost glory in the agricultural sector without an in-depth analysis of grassroots gender power relations and gender dynamics. Four policy scenarios were examined in the policy framework to identify the policy options and intervention methods which the state government can adopt to achieve the goal of improving agricultural productivity<sup>47</sup>. In the "do nothing" scenario, no intervention is done and there is no increase in spending on agriculture. In the scenario of "little change", 2% increase in road maintenance, 5% increase in fertilisers, tractors and land allocation are expected to bring 10% increase in crop yield. In the "Optimistic" scenario, government would increase road maintenance expenditure by 5%, 10% increase in fertilisers, tractors and land allocation to experience a 20% increase in crop production. At the "Ambitious" level, 10% increase in allocation for road maintenance, 15% increase in fertilisers, mechanisation and land allocation is expected to bring 30% increase in crop yields. In essence, government investment is expected to help farmers better utilise their skills and prevent waste. This change is also expected to affect the state IGR, agricultural output, employment, agro-processing and per capita income.

The policy framework provides for improvements in the business environment, access to input, infrastructure, finance, agribusiness and employment, extension and advisory services<sup>48</sup>. However, there was no decision on the timeframe and sequencing of activities into the short, medium or long terms. These include the proposals on improving access

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<sup>47</sup> Oyo State Agricultural Transformation policy, April 2019. Pgs. 97-123.

<sup>48</sup> Oyo State Agricultural Transformation policy, April 2019. Pgs. 124-137.

to storage facilities, support to facilitate contract farming, facilitating the ease of doing business and allowing private extension and advisory services.

The key policy positions and their implementation plans were outlined in the documents and they cover these areas;

- Improvement in the business environment
- Access to inputs
- Infrastructure
- Finance
- Agribusiness and employment
- Extension and advisory services
- Youth development

Finally, the Oyo State Agricultural Transformation Policy Framework has no gender inputs, disaggregation and focus in the presentation of data. Hence, no gender considerations are in the policy recommendations.

#### **2.4 Praxis**

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

## **Chapter Three**

### **BUDGET ANALYSIS**

#### **3.1 Introduction**

The budget is a statement of estimated income and expenditure for a period of time prepared to achieve designated goals and objectives. The period in Nigeria is the financial year which is the period between the first day of January and the last day of December each year. Budgets provide a guide on the priorities of government and this links budgets with plan and policies. Thus, the allocations to agriculture provide an opportunity for the implementation of extant policies and standards.

Agriculture is associated with a number of rights including the rights to adequate food, to work, to earn a livelihood and to the continuous improvement of living conditions. The obligation to respect requires states to refrain from interfering with the enjoyment of already accrued rights and interests. This may be a cost-free state obligation considering that it is more of a negative obligation. The obligation to protect in this context requires states to prevent violation of the rights of SHWF by third parties. This will involve a cost element since some level of “policing” needs to be done and extant laws, policies and regulations need to be enforced. The third obligation which is to fulfil the associated rights is heavy on costs. It encompasses legislative, administrative, budgetary, judicial and other measures for the full realisation of the right.<sup>49</sup> There is a facilitation element in the obligation to fulfil which is the obligation to formulate and implement policies that could for instance attract grants, counterpart funds and private sector investments that promote improving agricultural productivity in an equitable manner as well as improving local livelihoods, especially of SHWF.

This Chapter will review the overall budget commitments and examine their adequacy in line with policy standards. It will also examine the content of line-item provisions to determine whether they are consistent with policy provisions. Furthermore, it will review the credibility of the budgets in terms of their being a practical guide to actual expenditure, the variance between projections and the actual expenditure.

#### **3.2 Allocations to Agriculture over the Study Period**

Oyo State has four key agencies involved in agricultural service delivery. They are the Ministry of Agriculture and Natural Resources, Agriculture Credit Corporation, Agricultural Development Programme and the Tree Crop Development Unit. These four agencies

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<sup>49</sup> Maastrich Guidelines on Violation of Economic, Social and Cultural Rights.

receive allocations from the budget every year for their different activities. Table 1 shows the overall allocations to agriculture in the four agencies between 2015 and 2019.

**Table 1: Total Budget and Allocation to Agriculture in Oyo State: 2015-2019**

Year	Total Budget	Budget for Agriculture	Proportion of Allocation to Total Budget (%)
2015	143,108,660,700	2,380,299,000.00	1.66
2016	173,429,404,444	12,959,000,000.00	7.47
2017	208,654,111,854	6,632,400,761.33	3.18
2018	271,731,742,260	8,032,471,091	2.96
2019	182,389,434,405	2,913,673,100	1.60

Source: Oyo State Ministry of Agriculture and Summary of Approved Budgets 2015, 2017, 2018 and 2019

The allocation to agriculture was lowest in 2015, being 1.66 percent of the budget. It increased exponentially in 2016 to 7.47 percent after which it fell drastically in 2017 to 3.18 percent. The agriculture allocation increased nominally in 2018 but reduced percentage wise to 2.96 percent before suffering a dramatic reduction from over N8billion to N2.9billion in 2019. However, in terms of percentage, it reduced from 2.96 percent to 1.60 percent between 2018 and 2019. Over the five-year period, the average funding available to the sector was 3.37 percent of the overall budget. As such, in no year did the Oyo State Government meet the Maputo and Malabo Declaration commitment of dedicating not less than 10 percent of the budget to agriculture. The implication of this development is that agriculture was not prioritised in the expenditure pattern of the State despite the fact that it provides employment to a majority of the population.

The funding of agriculture is not synchronised with the resources available to the State. For instance, in 2016 when the overall budget was N173.4 billion, the vote was N12.95 billion. But when the overall budget increased to N208.6 billion in 2017, the allocation to agriculture decreased to N6.6 billion. The funding pattern is undulating as it permits of backward and forward movements.

Table 2 below shows the capital expenditure over the period of study as against the appropriations detailed above.

**Table 2: Overall Allocation Versus Capital Expenditure 2015-2019**

Year	Total Allocation to Agriculture	Capital Allocation to Agriculture	Capital Allocation as a Percentage of Total Allocation
2019	2,913,673,100.00	1,760,000,000.00	60.40
2018	8,032,471,092.08	6,943,014,989.88	86.44
2017	6,632,400,761.33	5,125,000,000.00	77.27
2016	--	--	--
2015	2,380,299,000.00	1,480,000,000.00	62.18

Source: Summary of Approved Budgets 2015, 2017, 2018 and 2019

In 2015, the capital component of the agriculture budget stood at N1.480 billion which is 62.18 percent of the allocation to agriculture. In 2017, it rose to N5.125 billion which is 77.27 percent of the allocation. In 2018, it was N6.943 billion being 86.44 percent of the allocation to agriculture. In 2019, it drastically declined to N1.760 billion being 60.40 percent of the agriculture allocation. The relevance of the capital component is that it is the major source of funding of most of the needs and demands of SHWF. The vote for 2016 is not available to this study.

### 3.3 Relevant Line Items that Could Have Benefitted SHWF

The line item provisions that could have benefitted SHWF over the study period will be reviewed. Table 3 shows the line items in the 2015 budget.

**Table 3: Budget Line Items that may Benefit SHWF in 2015**

DETAILS OF APPROVED EXPENDITURE	2015 APPROVED ESTIMATES
AGRICULTURAL DEVELOPMENT INTERVENTION COUNTERPART FUNDING OF AGRIC PROGRAMME AND COMMERCIAL AGRICULTURE CREDIT SCHEME	42,000,000
BUFFER STOCK SCHEME	10,000,000
PURCHASE OF BROOD STOCK FEEDS AND CHEMICAL	2,850,000
PURCHASE OF 20 HAND PUMPS	1,600,000
PROVISION OF TECHNICAL SERVICES TO LOCAL GOVERNMENTS FOR THE PROVISION OF DEEP WELLS, AND UNDERGROUND WATER BOREHOLES SPRINGS DEVELOPMENT	2,000,000
SINKING OF DEEP WELLS FITTED WITH HAND PUMPS (2 DEEP WELLS/LG COUNCIL)	1,710,000
TRAINING PROGRAMME AND FINANCIAL EMPOWERMENT OF LOCAL AGRO INDUSTRIES WOMEN IN AGRICULTURE AND TRAINING OF RURAL YOUTH GRADUATES	8,500,000
ORGANIC AGRICULTURAL PRACTICES	5,500,000
REPAIR OF BRICK SHED, PURCHASE OF 2 ADDITIONAL MOULDING MACHINES; WORKING TOOLS E.G WHEEL BARROWS, SHOVELS ETC AND RAW MATERIALS	8,500,000
CASSAVA PROCESSING: PURCHASE OF 16 TONS JACK, CHIPING MACHINE, PEELING MACHINE, DRYER ETC	3,000,000
PALM OIL PROCESSING: PURCHASE OF STERILISER, DIGESTER SCREW PRESS AND OTHER WORKING TOOLS	4,500,000
EXTRACTION OF PALM KERNEL OIL: PURCHASE OF PALM KERNEL CRACKER, STORAGE TANK WEIGHING SCALE TOOLS FUELFOR PROCESSING, WAGES/STIPENDS FOR LABOUR ETC.	3,000,000
HOME GARDENING ESTABLISHMENT: (2 ACRES) PRODUCTION OF FRUITS	500,000
MAINTENANCE OF DEMONSTRATION PLOTS: ARABLE PRODUCTION: LAND PREPARATION, CULTIVATION, AND CHEMICALS, FERTILIZER APPLICATIONS ETC.	1,500,000

TABLE FISH PRODUCTION: TWO EARTHEN WARES PONDS EXCAVATION, REPAIR OF CONCRETE, PONDS PURCHASE OF BOATS, STOCKING AND FEEDING	2,500,000
OIL PALM PLANTATION: MAINTENANCE OF 35 HA. PLANTATION, FIRE TRACES, FERTILIZER AND CHEMICALS PURCHASE	1,000,000
DRILLING OF BOLE HOLE AND WATER RETICULATION	1,500,000
FERTILIZER HANDLING CHARGE AND OTHER RELATED EXPENSES	5,000,000
RE-ROOFING AND MAINTENANCE OF EXISTING FERTILIZER STORES AT OYO, SAKI, IGBETI, KISI, IGBOORA, ILERO AND TEDE	5,000,000
PILOT IRRIGATION - AGO-AMODU, OGBOORO, AKUFO, OKEHO ANDALABATA, IRAWO DAM, AGO-ARE	11,000,000
AGRICULTURAL EQUIPMENT/MACHINERIES (PURCHASES & INSTALATION)	5,000,000
SEED MULTIPLICATION	5,000,000
PROCUREMENT AND INSTALATION OF RIC MILLS @ N15M	32,000,000
FRUITS AND LEAFY VEGETABLE PRODUCTION UNDER IRRIGATION	5,000,000
AGRICULTURAL EXTENSION TRANSFORMATION	1,000,000
CASSAVA PRODUCTION/VALUE ADDITION	500,000
YAM PRODUCTION/VALUE ADDITION	500,000
COTTON PRODUCTION/VALUE ADDITION	500,000
RICE PRODUCTION / VALUE ADDITION	500,000
MAIZE/SOYABEAN	500,000
SUGAR CANE PRODUCTION/VALUE ADDITION	400,000
PRO-VIT A CASSAVA MULTIPLICATION DEMONSTRATION	400,000
PRODUCTION OF IMPROVED SEEDLINGS OF 1,500,000 COCOA, 300,000 OIL PALM 240,000 CASHEW SEEDLINGS	15,000,000
ESTABLISHMENT OF 2 HECTERS EACH OF MODEL ORCHARDS - - OF MANGO, CITRUS, PLANTAIN, PAWPAW AND PINEAPPLE	7,750,000
PURCHAASE OF COCOA CHEMICALS/ INPUTS AND EQUIPMENTS	5,750,000
STOCKING OF 6500 BREEDERS REPLACEMENT STOCK CHICKS	5,200,000
FEEDING AND MAINTAINANCE OF BREEDERS REPLACEMENT CHICKS	13,495,000
PRODUCTION OF 300,000 SEEDLINGS OF TEAK AND GMELINA AT N50/SEEDLING AND 200,000 SEEDLING OF INDIGENOUS TREE SPP @ N70 SEEDLING	7,000,000
RECONSTRUCTION OF FISH MARKETING UNIT	3,500,000
TRAINING OF FISH FARMERS ON BEST MANAGEMENT PRACTICES OF FISH FARMING	1,500,000
TOTAL	231,655,000

Source: Oyo State Approved Budget 2015

The available 2015 documents only show the appropriation without an indication of actual expenditure. It was for a total sum of N231,655,000 out of the agriculture capital vote of N1,480,000,000. This is 15.65 percent of the agriculture capital vote. The vote for ADP Counterpart Fund seeks to facilitate revenue inflows, especially from the Commercial Agriculture Credit Scheme for investments in the State. There are components of the appropriation for training, provision of water for farming and organic agriculture practices.

There are provisions for crop value chain activities beyond planting and harvesting. These include cassava and palm oil processing machines as well as per kernel extraction. This is to add value to the crop produce and explore the value chain of the crops and trees. There is also a little support for fishing activities. Fertilisers and other agricultural input are not left out and so many crops are specifically mentioned for support – cassava, rice, yam, cotton, maize, soya bean, mango, cocoa, etc. If these programmes are very well implemented, they would go a long way in improving agriculture in the State. However, there was nothing for procurement of drudgery reducing gender friendly mechanisation equipment. SHWF were not in any way targeted by the votes. They are general votes that may or may not benefit SHWF.

The Oyo State Government did not make the 2016 budget and its actual implementation available to the study despite repeated requests. Table 4 is the budget line items and actual expenditure that could have benefitted SHWF in 2017.

**Table 4: Budget Line Items and Actual Expenditure that Could have Benefitted SHWF in 2017**

<b>ECONOMIC CODE</b>	<b>DETAILS OF EXPENDITURE</b>	<b>2017 ACTUAL EXPENDITURE</b>	<b>2017 APPROVED BUDGET</b>
	<b>MINISTRY OF AGRICULTURE, NATURAL RESOURCES AND RURAL DEVELOPMENT</b>		
23010127	PURCHASE OF AGRICULTURAL EQUIPMENT	592,000	1,545,150,000
23020113	CONSTRUCTION/PROVISION OF AGRICULTURE FACILITIES	-	59,500,000
23030112	REAHBILITATION/REPAIRS- AGRICULTURAL FACILITIES	150,000	5,000,000
23040101	TREE PLANTING	-	10,000,000
23050110	EDUCATIONAL PROGRAMMES	-	240,750,000
	<b>OYO STATE TREE CROPS DEVELOPMENT UNIT (CDU)</b>		
23050108	PRODUCTION OF FARM SEEDLINGS	-	24,000,000
23050108	PRODUCTION OF FARM SEEDLINGS	3,728,860	35,500,000
23050108	PRODUCTION OF FARM SEEDLINGS	-	2,000,000
23050118	PROCUREMENT OF AGRICULTURAL INPUTS	-	2,000,000

	<b>OYO STATE AGRICULTURAL DEVELOPMENT PROGRAMME (OYSADEP)</b>		
23010127	PURCHASE OF AGRICULTURAL EQUIPMENT	-	8,000,000
23020105	CONSTRUCTION/PROVISION OF WATER FACILITIES	-	11,000,000
23030112	REHABILITATION/REPAIRS - AGRICULTURAL FACILITIES	-	15,000,000
23050108	PRODUCTION OF FARM SEEDLINGS	5,302,000	12,000,000
23050117	FARM DEVELOPMENT	491,000	18,000,000
Total		10,263,860	1,987,900,000

Source: <https://old.oyostate.gov.ng/state-transparency-accountability-and-sustainability/>

The vote that could have benefitted SHWF in 2017 was in the sum of N1.987 billion out of a total agriculture capital vote of N5.125 billion. This is 38.78 percent of the agriculture capital vote. But the actual expenditure of N10.263 million on projects that could have benefitted SHWF is 0.51 percent of the appropriated votes (N1.987billion) that could have benefitted SHWF. The actual overall capital expenditure in agriculture was N217.082 million and the actual expenditure on votes that could have benefitted SHWF being N10.263 million is 4.72 percent of the agriculture capital expenditure.

Unlike the numerous 2015 provisions, few line items were programmed for funding in 2017. A total of 13-line items were provided while only 5 were partially but perfunctorily funded. The funded items and the percentages of funding are as follows; purchase of agricultural equipment (0.03 percent); rehabilitation of agricultural facilities (3 percent); production of farm seedlings was funded twice (10.5 percent) and (44.18 percent); and farm development (2.72 percent). The votes for procurement of agricultural inputs, purchase of agricultural equipment, tree planting and educational programmes were all ignored.

Table 5 is the budget line items and actual expenditure that could have benefitted SHWF in 2018.

**Table 5: Budget Line Items and Actual Expenditure that Could have Benefitted SHWF in 2018**

<b>ECONOMIC CODE</b>	<b>DETAILS OF EXPENDITURE</b>	<b>2018 APPROVED ESTIMATES (₦)</b>	<b>2018 ACTUAL EXPENDITURE (₦)</b>
23010127	PURCHASE OF AGRICULTURAL EQUIPMENT	1,441,000,000	-

23020105	CONSTRUCTION/PROVISION OF WATER FACILITIES	19,000,000	-
23020113	CONSTRUCTION/PROVISION OF AGRICULTURAL FACILITIES	67,500,000	-
23030112	REHABILITATION/REPAIRS OF AGRICULTURAL FACILITIES	1,000,000	199,000
23040101	TREE PLANTING	10,000,000	75,000
23050108	PRODUCTION OF FARM SEEDLINGS	7,000,000	-
23050110	EDUCATIONAL PROGRAMMES	23,000,000	200,000
23050112	COUNTERPART FUNDING	12,000,000	-
23050116	MICRO CREDIT SCHEME OR (COOPERATIVE WEALTH CREATION LOAN SCHEME)	100,000,000	-
23050118	PROCUREMENT OF AGRICULTURAL INPUTS	958,114,989	2,375,000
<b>OYO STATE TREE CROPS DEVELOPMENT UNIT (CDU)</b>			
23050108	PRODUCTION OF FARM SEEDLINGS	42,500,000	1,833,600
23050118	PROCUREMENT OF AGRICULTURAL INPUTS	2,000,000	-
<b>OYO STATE AGRICULTURAL DEVELOPMENT PROGRAMME</b>			
23010127	PURCHASE OF AGRICULTURAL EQUIPMENT	22,600,000	-
23020105	CONSTRUCTION/PROVISION OF WATER FACILITIES	16,000,000	-
23030112	REHABILITATION /REPAIRS- AGRICULTURAL FACILITIES	25,000,000	-
23050108	PRODUCTION OF FARM SEEDLINGS	40,500,000	-
23050117	FARM DEVELOPMENT	4,000,000	773,200
Total		2,791,214,989	5,455,800

Source: <https://old.oyostate.gov.ng/state-transparency-accountability-and-sustainability/>

In the 2018 provisions, 17-line items that could benefit SHWF were programmed for funding. Only a total of 6-line items were partially but perfunctorily funded. The funded items and the percentages of funding are; rehabilitation of agricultural facilities (19.9 percent); tree planting (0.75 percent) educational programmes (0.87 percent); procurement of agricultural inputs (0.24 percent). Others are procurement of farm seedlings (4.3 percent); and farm development (19.3 percent). Essentially, 3 funded items got less than 1 percent funding while one got 4 percent and the remaining two had 19 percent funding respectively. The votes for procurement of agricultural equipment, construction of water facilities and micro credit scheme were ignored. The micro credit scheme which is the cooperative wealth creation scheme could have benefited SHWF if properly implemented.

Overall capital vote for agriculture in 2018 was N6.943billion and the funds that could have benefited SHWF was N2.791 billion which is 40.20 percent of the capital vote.

Funding in the sum of N5.455 million for projects that could benefit SHWF out of a vote of N2.791billion is to 0.19 percent of the vote. This is less than 1 percent of the allocation.

Table 6 shows the allocations that could have benefitted SHWF in 2019.

**Table 6: Budget Line Items that could have Benefitted SHWF in 2019**

<b>ECONOMIC CODE</b>	<b>DETAILS OF EXPENDITURE</b>	<b>2019 APPROVED ESTIMATES (₦)</b>	<b>2019 ACTUAL EXPENDITURE (₦)</b>
23010127	PURCHASE OF AGRICULTURAL EQUIPMENT	50,000,000	-
23020105	CONSTRUCTION/PROVISION OF WATER FACILITIES	20,000,000	239,500
23020113	CONSTRUCTION/PROVISION OF AGRICULTURAL FACILITIES	209,000,000	224,400
23040101	TREE PLANTING	1,000,000	825,000
23050110	EDUCATIONAL PROGRAMMES	50,000,000	7,693,200
23050111	CONTITUENCY PROJECT/EMPOWERMENT PROGRAMME	95,000,000	49,827,000
23050112	COUNTERPART FUNDING	95,000,000	35,000,000
<b>OYO STATE TREE CROPS DEVELOPMENT UNIT</b>			
23050108	PRODUCTION OF FARM SEEDLINGS	11,000,000	-
23050111	CONSTITUENCY PROJECTS/EMPOWERMENT PROGRAMME	2,000,000	-
23050118	PROCUREMENT OF AGRICULTURAL INPUTS	2,000,000	-
<b>AGRICULTURAL CREDIT CORPORATION OF OYO STATE</b>			
22030103	REFURBISHMENT ADVANCES (AGRIC LOANS)	65,500,000	-
<b>OYO STATE AGRICULTURAL DEVELOPMENT PROGRAMME</b>			
22021023	GENDER MAINSTREAM AND SOCIAL POLICY	5,000,000	-
<b>Total</b>		<b>605,500,000</b>	<b>93,809,100</b>

Source: <https://old.oyostate.gov.ng/state-transparency-accountability-and-sustainability/>

Out of 12 line-items that could have benefitted SHWF, only 6 were partially but perfunctorily funded. The funded items and the percentages of funding are; construction/provision of water facilities (1.20 percent), construction/provision of agricultural facilities (0.11 percent); tree planting (82.5 percent); education programmes (15.39 percent); constituency project/empowerment programmes (52.45 percent); and counterpart funds (36.84 percent). The gender mainstreaming social policy, purchase of agricultural equipment and inputs and agricultural loans were not funded. Overall capital vote for agriculture in 2019 was N1.760 billion and N605.5 million being the votes allocated to projects that could have benefitted SHWF is 34.4 percent of the capital vote.

The expenditure of N93.809 million is 15.4 percent actual expenditure on votes that could have benefitted SHWF.

### **3.4 Issues Emerging from the Line-Item Allocations to Agriculture: 2017-2019**

The focus of this analysis will be on the years 2017, 2018 and 2019 when there were reports of actual expenditure.

**(A). Vague Line Items:** Some of the budget requests were vague and devoid of specificity in terms of what public funds will be paying for. For instance, “purchase of agricultural equipment” states nothing of the type of equipment and numbers to be procured and their functional description. “Rehabilitation of agricultural facilities” states nothing on the type and particular facility to be rehabilitated and its location. The same is also true of “provision of water facilities”. There is the need for specificity in future budget programmes and activities.

**(B) Budget Credibility:** Out of 43-line items listed for implementation over the years 2017, 2018 and 2019, only 17 were partially but perfunctorily funded. This implies that 26-line items did not receive any funding at all. Actual funding was 0.511 percent, 0.19 percent and 15.4 percent in 2017, 2018 and 2019 respectively. 2017 and 2018 funding were less than 1 percent of projections. The foregoing shows that the budget is not an actual guide to government expenditure in allocations that could have benefitted SHWF. There is a large variance between proposed and actual expenditure. As such, the budget has a credibility deficit. Indeed, some projects which appeared over the three years did not receive funding in any of the years.

**(C) Policy Coherence:** The budgets made no provisions for procurement of fertilisers and there were no major allocations or releases to other farming inputs including improved seeds, seedlings, suckers, cutting, agro-chemicals, etc. Beyond inorganic fertilisers, no provisions were made to encourage the use of organic fertilisers and promotion of organic farming.

Irrigation related facilities did not get votes and were neglected. There were no provisions for construction of water vents, boreholes and earth dams for fishing, farming and domestic use. Irrigation farming gives farmers the opportunity to farm twice or thrice a year and a movement away from rain fed agriculture. The Federal Government provided an irrigation dam at Iseyin (Odo-Ogun) but it is a small dam. It is not sufficient for farmers in the State. Also, the State Government has a dam at Okeho in Kajola Local Government and another at Ajeje on 100 hectares of land and Akuko Farm Settlement; but there is no equipment to facilitate the movement of water to the places needed. Too many farmers struggle for spaces in these locations and some early comers monopolise the setting. Oyo State is surrounded by water bodies. The State Government and stakeholders need

to transform the water bodies, including any of the nine rivers in the state to dams for irrigation and other purposes.

Furthermore, issues of climate smart agriculture related to environmental sustainability were missing in the agriculture votes. SWOFON members in Oyo State demonstrated awareness of climate change issues, as they have been victims of its adverse effects and have been put into debt especially in 2018, 2019 and 2020. SWOFON members, through AFAN, have established a working relationship with the federal agency, Nigeria Meteorological Agency (NIMET), which is charged with weather forecasting. The relationship with (NIMET) and centralised information sharing is coordinated in the State by AFAN. In adapting to climate change, SWOFON members make use of the opportunities they have for dry season planting, which fetches more money than wet season planting. SWOFON members also plant smart by using improved varieties, such as maize that will mature in two to three months as all the water needed by the crop would have been supplied during the period of consistent rain. SWOFON members are generally climate aware; members are briefed at the AFAN monthly meetings where climate related information gathered from NIMET are disseminated. SWOFON also holds mini-congresses every three months.

There was nothing in the budgets for animal husbandry - feeds, vaccination and other improvements. There was hardly any proposal for funding of agricultural equipment that will reduce drudgery in farming. Low-cost gender friendly farming implements and equipment were missing from the allocations and expenditure. Drudgery and lack of mechanisation had been recognised in the Agriculture Promotion Policy as one of reasons for low productivity of women in agriculture. Gender friendly equipment could have come to the rescue.

Extension services and agricultural research did not feature in the budgets. Extension services is fundamental for the dissemination of good agricultural practices and the introduction of technology and new farming systems. Storage facilities like silos for seed preservation and agriculture business did not receive a vote. Beyond planting and harvesting, there was no support for other aspects of the agriculture value chain including processing, value addition, preservation and marketing. Access to credit by smallholders was not considered in the budget and the only provision made was not funded.

From the budget reports, the State appeared reluctant to cue into federal programmes such as the Anchor Borrower's Programme and other Central Bank of Nigeria's developmental banking initiatives. This would have created opportunities for increased funding of agriculture even though the State would have been required to provide counterpart funds. This would have improved access to grants to support increased production as well as subsidised loans without interest rates or single digit interest rate to farmers including SHWF.

The obligation to protect the right to feed oneself and associated rights require states to prevent violation of the rights of SHWF by third parties. This will involve a cost element since some level of “policing” needs to be done and extant laws, policies and regulations need to be enforced. The farmers-herders conflict demands interventions and resources to de-escalate the conflict and ensure safety of both farmers and herders. However, the agriculture allocation was silent on this. Although, it may be claimed that the intervention belongs to the security agencies, agriculture’s case is special and despite other security interventions, the crisis has not abated.

The budgets made no attempt to take cognisance of the patriarchal system and its manifestations in women’s marginalisation and limited access to public and private resources. It was simply gender blind or neutral.

**(D) Popular Participation:** Information emerging from the focus group discussions with SWOFON members indicates that there were no consultations in the agriculture budget formulation and implementation process. Findings from the focus group discussion with SWOFON and meeting with All Farmers Association of Nigeria (AFAN) in Oyo State showed that SWOFON as an organisation has never been invited by the State Government or Ministry of Agriculture to state their demands or needs as farmers. Their demands were not on the table at the point of budget formulation and implementation. In fact, members of the group have poor knowledge of the budget and other policies in the State. SWOFON only gained little access to the Federal Ministry of Agriculture under the umbrella of AFAN when some inputs were sent by the Federal Ministry of Agriculture. However, there are reports of budget consultation meetings on the website of the Oyo State Government.<sup>50</sup>

**(E) Adequacy of Resource Outlay:** From the resources available to the State, could it be said that the State has dedicated the maximum of available resources for the progressive improvement of agricultural productivity? In the approved 2018 State Revenue Framework, there was a balance brought forward of N1.030 billion from the 2017 budget of the Ministry of Agriculture and Natural Resources; N200million from the ADP and N77.5million from the Tree Crops Development Unit. In the 2019 Approved Revenue Framework, the Ministry had a balance brought forward of N480 million; Agriculture Credit Cooperation N34.9million; ADP N50 million and Tree Crops Development Unit N9.6million. But the overall capital expenditure and expenditure for specific projects that could have benefitted SHWF by these MDAs in these years were meagre.

The failure to invest in federal programmes that would have attracted more resources to the State is a failure to utilise available resources. The failure to invest in low-cost

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<sup>50</sup> [old.oyostate.gov.ng/ministry-of-budget-and-economic-planning/](http://old.oyostate.gov.ng/ministry-of-budget-and-economic-planning/)

measures for knowledge and information dissemination through extension services and the mass media further complicated the resource outlay challenge. The challenge of identifying the least cost methodologies for addressing fundamental agricultural problems poses a risk for the value for money utilisation of available resources. From the key informant interviews conducted with policy makers in the Ministry of Agriculture and the Agriculture Development Programme, actual releases were not enough to meet the basic needs of beneficiaries for the purpose of efficiency and effectiveness of policy implementation.

In conclusion, Oyo State cannot be said to have utilised the maximum of available resources for the progressive improvement of agricultural productivity and harnessing of its value chains, especially for the benefit of SHWF.

## Chapter Four

### OTHER RESOURCES

#### 4.1 Loans and Grants

Oyo State did not make information and data on loans and grants related to agriculture available. The full details of specific credits and grants made by creditors and development partners would have facilitated an appraisal of their implementation, achievements and impact.

#### 4.2 FADAMA III Implementation

FADAMA III is a World Bank funded project aimed at improving agricultural productivity and enhancing service delivery and includes a focus on smallholder farmers, women and youth<sup>51</sup>. The third phase of the project began in 2014 but was not established in Oyo State until 2016 with operations in 28 agrarian local governments in the State<sup>52</sup>. Based on comparative advantage, Oyo State engaged in the production of cassava and rice. Beneficiaries of Fadama III's interventions were involved in the production of these crops. A total of 5,174 farmers were registered but only 1,749 got disbursements. The details of registered cassava and rice farmers and beneficiaries of disbursements from Fadama III is as detailed in Table 7.

**Table 7: Number of Registered Farmers and Beneficiaries of FADAMA III**

Registered Farmers		Male	Female	Disbursements		Male	Female
Cassava	3,789	2,694	1,095	Cassava	1,036	733	303
Rice	1,385	1,036	349	Rice	713	542	171
Total	5,174	3,730	1,444	Total	1,749	1,275	474

*Source: Oyo State Fadama Coordinating Office Database 2019*

Of the overall number of registered farmers (5,174), 27.9 percent were female while the remaining 72.09 percent were male. For cassava, out of a total of 1,036 beneficiaries, 70.7 percent of the beneficiaries were male while the remaining 29.3 percent were female. This is surprising because cassava is generally accepted as a crop farmed by women. Probably, the commercial and profit motive attracted more men. In rice farming, 72.9 percent of the beneficiaries were male while the remaining 27.1 percent were female. The

<sup>51</sup> FADAMA Development Project, Implementation Completion Report, 2019.

<sup>52</sup> FADAMA Development Project, Implementation Completion Report, 2019.

population of male beneficiaries for both cassava and rice was more than the female population. Although the implementation report stated that equal opportunities were given to all farmers to benefit, there was no special consideration for disadvantaged groups in terms of the ability to pay the beneficiary contribution, which was a constraint.

The effect of FADAMA III interventions on farmer's income is as shown in Table 8 below.

**Table 8: Effect of FADAMA III Intervention on Farmer's Income**

State		Cassava MT/Ha	Rice MT/Ha
Oyo	Baseline Income (N)	70,604.00	70,604.00
	Av. Current Income (N)	102,215.02	136,247.32
	% Av. Increase in Income (N)	44.77 percent	92.97 percent

Source: Oyo State Fadama Coordinating Office Database 2019

It is reported that the average percentage increase in income was higher for rice farmers (92.97 percent) than for cassava farmers (44.77 percent).

The effect of FADAMA III Intervention on cassava and rice yield is as detailed in Table 9.

**Table 9: Effect of FADAMA III Intervention on Cassava and Rice Yield**

State		Cassava	Rice
Oyo	Baseline Yield (MT)	12.89	2.11
	Av. Current Yield (MT)	26.1	3.7
	% Av. Increase in Yield (MT)	102.5	75.4

Source: Oyo State Fadama Coordinating Office Database 2019

At the commencement of the project in 2014, the baseline average yield for cassava was 12.89Mt/Ha while that of rice was 2.11mt/ha. As at date, the average yield rose to 26.1Mt/Ha for cassava and 3.7mt/ha for rice which implied increase by 102.5% and 75.4% respectively. Advisory services procured by farmers was partly responsible for the increase in average yield recorded. This service was provided by the public sector through Agricultural Development Programme (ADP) and the private sector.

Beneficiaries of the project have also been able to procure some assets for production, post-harvest and crop processing. A total of 1451 assets which included 1082 small farm tools (hoes, cutlasses, wheelbarrows etc.), 291 knapsack sprayer and 78 cassava lifters were acquired by farmers through the support of the project. These assets were valued at N31, 995,100.00. However, counting hoes and cutlasses as assets acquired through

the FADAMA intervention shows some faulty design as an intervention of this nature ought to remove drudgery from agriculture.<sup>53</sup>

The graduate unemployed women and youths who benefitted from the Fadama III project were 251 from 33 local governments. This is as shown in Table 10.

**Table 10: Enterprises funded by FADAMA III for Graduate Unemployed Youths**

State	List of Enterprises	No of Beneficiaries	Youth		No of Indirect Beneficiaries	
			M (No)	F (No)	M (No)	F (No)
Oyo	Crop Production	92	74	18	272	184
	Processing/Value Addition	9	7	2	9	9
	Livestock	97	75	22	237	33
	Aquaculture	36	25	11	36	36
	Marketing & Extension Services	17	6	11	3	14
	Total	251	187	64	555	276

Source: Oyo State Fadama Coordinating Office Database 2019

The beneficiaries include 187 male and 64 females. These beneficiaries had designed a business plan which the project would be supporting with a startup fund. Their business plans were for crop production, processing/value addition, livestock, agriculture, marketing and extension services. The number of indirect beneficiaries also showed a larger percentage being males than females. The only enterprise for which more female beneficiaries were selected was for marketing and extension services.

The Fadama Implementation Report shows that the actual amount spent between 2016 - 2019 is the sum of N306,994,460.82. This was spent for the following expenditure heads: capacity building and communication - N55.034million; advisory services and input support - N194.709 million; support to ADP- N848,000; asset acquisition - N2.599 million and project management – N53.803 million.

### **4.3 Central Bank of Nigeria’s Development Banking Intervention**

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

<sup>53</sup> See the Agriculture Promotion Policy, National Gender Policy and the Gender Policy in Agriculture.

**A. Commercial Agriculture Credit Scheme:** This is an initiative of the CBN in collaboration with the Federal Government represented by the FMARD. The Scheme is financed from a N200 billion three-year bond raised by the Debt Management Office and complements other special funds of the CBN in providing concessionary funding for agriculture, such as the Agriculture Credit Guarantee Scheme which targets small scale farmers, Interest Draw Back Scheme, Agricultural Credit Support Scheme, etc. The objectives of the Scheme are:<sup>54</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>55</sup>

The Scheme covers production of crops, animals and fish.<sup>56</sup> It also covers processing,<sup>57</sup> storage<sup>58</sup>, farm input supplies<sup>59</sup> and marketing.<sup>60</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 N100million for an integrated farm with prospects of growing the assets to N250 million within the next three years and N50 million for non-integrated farms/agro-enterprise with prospects of growing the assets to N150 million, except in the case of on-lending to farmers’ cooperative societies”.*

The Scheme can only benefit smallholder farmers through cooperative societies considering that they are outside the purview of the definition of commercial agricultural enterprises. The latest evaluation report in 2018 gave the following information:<sup>61</sup>

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<sup>54</sup> <https://www.cbn.gov.ng/Out/2014/DFD/CACS%20GUIDELINES%20NEW-4th%20May%202014.pdf>

<sup>55</sup> <https://www.cbn.gov.ng/Out/2014/DFD/CACS%20GUIDELINES%20NEW-4th%20May%202014.pdf>

<sup>56</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>57</sup> Feed mills development, threshing, pulverisation and Other forms of transmutation for value addition

<sup>58</sup> Commodities, Agro-Chemicals and Warehousing.

<sup>59</sup> Fertilizers, Seeds/Seedlings, Breeder Stock, Feeds, Farm Equipment and Machineries.

<sup>60</sup> Agricultural commodities under the focal investment areas

<sup>61</sup> [https://www.cbn.gov.ng/Out/2018/STD/CACS%20Evaluation%20and%20Impact%20Assessment%20Report\\_compressed.pdf](https://www.cbn.gov.ng/Out/2018/STD/CACS%20Evaluation%20and%20Impact%20Assessment%20Report_compressed.pdf)

*“The evaluation report is based on information retrieved from 191 benefiting businesses comprised of; cooperative groups, partnerships, private and public limited liability companies and sole proprietorships. A total of N147.87 billion was disbursed to the 191 businesses between 2009 and 2016. State governments also served as channels to certain groups of beneficiaries. Over the years, 2011 and 2015 recorded highest uptakes of CACS loans. Most (79.1%), of the 191 businesses are private liability companies, 7.3% were government owned, 6.8% sole proprietorships and 4.2% public liability companies. In terms of number of benefiting firms, Oyo, Kano, Kaduna, Lagos, Edo and Kwara states lead, while seven (7) of the 36 states each received above 5% of the total funds disbursed. Majority (44.5%), of the 191 beneficiaries are engaged in crop production, this is followed by livestock production (23.0%) and agriculture produce processing (14.7%). Most (80.2%) of the disbursed funds were channeled to these activity areas and applied to agriculture and agriculture related activities, while 19.8% (N29.2 billion) of the funds may have been applied in the areas not intended under the Scheme by 33 or 17.3% of the beneficiaries”.*

Oyo State is listed in the Evaluation Report as being one of the six leading states in terms of accessing the loan. The State has a total of 22 firms, representing 11.5 percent of the overall number of firms participating in the Scheme. The 22 firms collected disbursements in the sum of N13.545 billion – being 9.2 percent of all the disbursements.<sup>62</sup> The gender disaggregation of beneficiaries is not available in the report. Even the fact that most of the loan was accessed by limited liability companies makes gender disaggregation difficult except we are to use the beneficial ownership principle – the gender of the real owners of the companies. It is only in the 3.2 percent of the funds accessed by sole proprietorships and 0.1 percent given to cooperatives that gender disaggregation is possible.<sup>63</sup>

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

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<sup>62</sup> See page 16 of the Evaluation Report.

<sup>63</sup> See page 14 of the Evaluation Report on the nature of ownership of the benefiting businesses. Sole proprietorships are 6.8 percent of total benefiting firms. Cooperatives are 0.5 percent of the overall benefiting enterprises.

commercial banks that facilitated the loans.<sup>64</sup> Table 11 shows the details of Oyo State beneficiaries.

**Table 11: Oyo State Beneficiaries of CBN Agricultural Credit Guarantee Scheme Fund (ACGSF) Disaggregated by Gender**

Year	Male		Female		Total	
	Number of Beneficiaries	Amount (₦)	Number of Beneficiaries	Amount	Number of Beneficiaries	Amount
2020 (Jan – Oct)	691	140,260,000	124	22,160,000	815	162,420,000
2019	--	--	--	--	1,161	238,510,000
2018	1,200	234,925,000	173	27,560,000	1,373	262,485,000
2017	1,468	245,810,000	689	57,895,000	2,158	307,405,000
2016	2,683	403,050,000	2,545	182,285,000	5,228	585,335,000
2015	--	--	--	--	4,028	749,949,500
Total	6,042	1,024,045,000	3,531	289,900,000	14,763	2,306,104,500

Source: CBN Website on Agriculture Credit Guarantee Scheme<sup>65</sup> and CBN Yearly Statistical Bulletin 2015-2019<sup>66</sup>

Information on the number of loans as well as the value of guaranteed loans are usually published in the Annual Statistical Bulletin of the Central Bank of Nigeria. It is important to note that the disaggregation is not available on the CBN Statistical Bulletins which gives the aggregate numbers. However, the disaggregation is available on the yearly reports of the Agricultural Credit Guarantee Scheme Fund. In overall numbers, the female beneficiaries were 36.88 percent of the beneficiaries while the male constituted 63.11 percent. In terms of value, the resources accessed by female beneficiaries was 22 percent of the overall amount while male beneficiaries accessed the balance of 78 percent.<sup>67</sup> The foregoing indicates the need for special measures to target women in activities promoting access to the Scheme. It is not sustainable for a group that is stated to be responsible for 80 percent of agriculture production and 60 percent of processing to access this meagre portion of the Scheme. There is a coincidence that the two years

<sup>64</sup> The major crops and animals dealt with in Oyo State were rice, sorghum, maize; poultry and livestock including cows and goats. Farmers under this fund are required to insure their farm against disaster such as drought and flooding or outbreak of disease. This is to prevent total loss to the farmer. Insurance is done under the Nigeria Agricultural Insurance Corporation at 2% for grains and 2.5% for animals. CBN provides 40% rebate on interest required on such loans under the Interest Drawback Scheme.

<sup>65</sup> <https://www.cbn.gov.ng/Documents/acgsf.asp>

<sup>66</sup> <https://www.cbn.gov.ng/documents/Statbulletin.asp>

<sup>67</sup> These percentages were arrived at by combining the male and female numbers.

(2015 and 2019) without the number of beneficiaries or their disaggregation into male and female are election years.

**C. Anchor Borrowers Programme:** The objectives of the ABP are stated as follows:<sup>68</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 utilization of processors. Other objectives include: Increase banks’ financing to the agricultural sector: Reduce agricultural commodity importation and conserve external reserves: Increase capacity utilization of agricultural firms: Create new generation of farmers/entrepreneurs and employment: Deepen the cashless policy and financial inclusion: Reduce the level of poverty among smallholder farmers: Assist rural smallholder farmers to grow from subsistence to commercial production levels”.*

The funding for ABP comes from the N220 billion Micro, Small and Medium Enterprises Fund and what is to be disbursed to each farmer will be based on the “economics of production agreed with stakeholders”.<sup>69</sup> Participating financial institutions are to access the loan at 2 percent from the CBN and lend at a maximum of 9 percent.<sup>70</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>71</sup> The loans are targeted at smallholder farmers engaged in the production of identified commodities across the country.<sup>72</sup> The farmers should be in groups/cooperative(s) of between 5 and 20 for ease of administration. The tenor of the loan is the gestation period of the agriculture commodities for which the loan was issued while repayment is to be done by delivering the harvested produce to the anchor at the designated collection centre in line with the provisions of the agreement signed.<sup>73</sup>

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<sup>68</sup><https://www.cbn.gov.ng/out/2017/dfd/anchor%20borrowers%20programme%20guidelines%20dec%20%202016.pdf>

<sup>69</sup> <https://www.cbn.gov.ng/out/2017/dfd/anchor%20borrowers%20programme%20guidelines%20dec%20%202016.pdf>

<sup>70</sup> Paragraph 1.9 of the Chapter 1 of the Anchor Borrower’s Programme Guidelines (Development Finance Department of CBN).

<sup>71</sup> Paragraph 2.9 of Chapter 2 of the Anchor Borrower’s Programme Guidelines.

<sup>72</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>73</sup> Paragraph 1.11 Chapter 1 of the Anchor Borrower’s Programme Guidelines (Development Finance Department of CBN) *on Repayment*.

The major challenge with this programme is that it is designed to benefit banks and financial institutions more than farmers. Getting public funds at 2 percent and lending at 9 percent is an unacceptable profit margin. The is margin is made more unconscionable when the CBN (government) bears 50 percent of loan default risk. Table 12 tells the story of the disbursements so far.

**Table 12: Funds Disbursement under the ABP by Anchors (2015 – 2018)**

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

Source: CBN Annual Report 2018

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

Although there are media reports indicating that Oyo State Government has joined the ABP, SWOFON members did not indicate that they have benefitted from the ABP. Some members of SWOFON and commodity associations have applied through AFAN and the State Government but they were not successful since there was no anchor available to take the process to the next level. The earlier reviewed budget details do not show the state's buy-in to the ABP.

#### **D. Nigeria Incentive-Based Risk Sharing System for Agricultural Lending (NIRSAL):** NIRSAL describes itself as follows:<sup>74</sup>

*“The Nigeria Incentive-Based Risk Sharing System for Agricultural Lending (NIRSAL Plc.) is a US\$500million Non-Bank Financial Institution wholly-owned by the Central Bank of Nigeria (CBN) created to redefine, dimension, measure, re-price and share agribusiness-related credit risks in Nigeria. Established in collaboration with the Federal Ministry of*

<sup>74</sup> <https://nirsal.com/who-we-are/#!/about>

*Agriculture and Rural Development (FMARD) and Nigerian Bankers' Committee in 2013, NIRSAL's mandate is to stimulate the flow of affordable finance and investments into the agricultural sector by de-risking the agribusiness finance value chain, fixing agricultural value chains, building long-term capacity, and institutionalizing incentives for agricultural lending through its five (5) strategic pillars, namely: Risk Sharing, Insurance, Technical Assistance, Incentives and Rating".*

NIRSAL's five pillars are in risk sharing, insurance, technical assistance, rating and incentive mechanism. The mission is to forge partnerships between agriculture and finance; maximizing the potential of agriculture for food security, job creation and economic growth and the vision is to transform the economy, delivering inclusive growth and impacting lives.<sup>75</sup> NIRSAL's credit risk guarantee covers inter alia small holder farmers and cooperatives.

NIRSAL states that it has a flagship that works with smallholder farmers namely, the Agro Geo-Cooperative system of organising, structuring, risk-managing, financing and controlling smallholder-based primary production agriculture. It states that:

*The Agro Geo-Cooperative-based farming model is a unique system that groups adjoining farmlands in geographical areas that have been identified as being suited for specific commodities. It is an improvement on the suboptimal practice of smallholder farming on small, unconnected parcels of land. Its unique Geo or farmland-based cooperative approach facilitates the agglomeration of large parcels of farmlands which makes it possible to introduce Precision Agriculture tools (Remote Sensing, Deployment of Unmanned Aerial Systems, satellite-based Global Positioning Systems etc) resulting in the optimisation of results.<sup>76</sup>*

*Creation of NIRSAL AgroGeoCoops involves the aggregation of contiguous farmlands owned by several smallholder farmers who are structured into Agro Geo-cooperatives with financial identities and Virtual Asset Titles (VAsT) created using geospatial technology. The NIRSAL AgroGeoCoop formation initiative aims at structuring 4 Million hectares of land covering 8 Million smallholder farmers into 16,000 AgroGeoCoops for the production of 18 priority commodities across NIRSAL's Agricultural Commodity Ecological Areas (ACEAs) in Nigeria.<sup>77</sup>*

NIRSAL claims to have facilitated a total sum of N104 billion, being financing facilitated from multisector lenders for agribusiness since its inception to Q1 2020. However, there is no public report available on the number and disaggregation of beneficiaries of NIRSAL's services. Also, there is nothing in its publications showing any targeting of the male or female gender.

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<sup>75</sup> <https://nirsal.com/who-we-are/#!/about>

<sup>76</sup> Page 4 of the NIRSAL Newsletter, Issue 2, June 2020.

<sup>77</sup> NIRSAL Newsletter, supra.

#### 4.4 Research Institutes in Oyo State and SWOFON

One of the premier tropical agriculture research institutes in Nigeria is situated in Ibadan Oyo State. It is the International Institute for Tropical Agriculture (IITA) which is described as follows:<sup>78</sup>

*“The International Institute of Tropical Agriculture (IITA) is a non-profit institution that generates agricultural innovations to meet Africa’s most pressing challenges of hunger, malnutrition, poverty, and natural resource degradation. Working with various partners across sub-Saharan Africa, we improve livelihoods, enhance food and nutrition security, increase employment, and preserve natural resource integrity”.*

IITA is focused on improving livelihoods, improving crops, enhancing nutritional value and making healthy crops and managing natural resources.<sup>79</sup> IITA is strong on capacity building for farmers including SHWF. A description of its capacity building component states:

*“Building the capacity of our partners is critical to the development of IITA’s agricultural research for development agenda and yet capacity constraints remain challenging and vary among institutions and countries. Partnerships with small and medium enterprises, farmers and community-based organizations, women’s and youth groups, and other private entities advance IITA’s objectives of making IITA technologies more accessible. IITA embraces a culture of knowledge sharing and learning that sustains productive relationships, partnerships, and networks. This is achieved through improving skills and expertise, facilitating the smooth flow of information, ensuring its access and appropriation by all actors in the agricultural value chains, and enabling learning systems to make effective use of information and knowledge”.*<sup>80</sup>

There is also the Empowering Novel Agri-Business-Led Employment for Youth in African Agriculture (ENABLE Youth). The ENABLE Youth Nigeria Programme seeks to promote youth entrepreneurship in agriculture:<sup>81</sup>

*“In 2012, a project was initiated in IITA, Ibadan, Nigeria, to guide underemployed university graduates towards careers in market-oriented agriculture and agribusiness. The approach used was experiential, with clusters of youth who completed their mandatory year-long*

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<sup>78</sup> <https://www.iita.org/research/our-research-themes/managing-natural-resources/>

<sup>79</sup> The projects include Accelerated Varietal Improvement and Seed Delivery of Legumes and Cereals in Africa (AVISA); Accelerating Innovative and Sustainable Cassava Business Models for Women and Youth in Central Africa; Achieving equitable benefits from Sustainable Agricultural Intensification through more effective tools and metrics; and African Cassava Agronomy Initiative (ACAI)

<sup>80</sup> <https://www.iita.org/partnerships/delivery/>

<sup>81</sup> <https://www.iita.org/enable/#:~:text=ENABLE%20Youth%20is%20a%20five,and%20at%20the%20country%20level>

*youth service provided with support—resources and expertise—to explore options for income generation, and then develop business plans and enterprises around the most promising ones. This IITA Youth Agripreneurs (IYA) initiative incorporated diverse but complementary skills of an initial 32 individuals. Within 18 months, the group successfully produced tons of quality planting materials (seed, stems, suckers) of cassava, maize, soybean, and new plantain varieties. They initiated vegetable, fish and soy milk operations, leading to the creation of a marketing arm within the group”.*

There is no direct link between IITA and SWOFON but IITA's expertise, innovation, capacity building outreach and extension services can be of immense benefit to SWOFON. It is an opportunity waiting to be harnessed.

The National Horticultural Research Institute (NIHORT) is also located in Ibadan. It has research programmes on citrus, floriculture, vegetables, fruits, spices, farming systems, product development and extension services. NIHORT is reported to have undertaken training and capacity building programmes in Oyo, Imo, Kano, FCT Abuja, Katsina, Jigawa, Plateau, Nassarawa, Benue, Edo, Abia, Oyo, Osun, Ondo, Ogun, Kwara, Ebonyi, Edo and Delta States for Youth, Women and Farmers covering the following areas of horticultural crops production and utilization:<sup>82</sup> Fruits juice processing; Vegetable seed production; Mushroom production; Fruit production techniques (pineapples, mango, pawpaw, guava, sour sop, passion fruit, pear), etc.<sup>83</sup>

Again, there is no direct link between NIHORT and SWOFON but NIHORT's expertise, innovation, capacity building outreach and extension services can be of immense benefit to SWOFON. It is an opportunity waiting to be harnessed.

There is also the Institute of Agricultural Research and Training- Ibadan; Federal College of Animal Health and Production Technology – Ibadan; Federal College of Agriculture, Moore Plantation - Ibadan, and the Federal Co-operative College – Ibadan. All these institutions are opportunities for knowledge collaboration waiting to be harnessed by SWOFON.

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<sup>82</sup> <https://nihort.gov.ng/research-output/>

<sup>83</sup> The Institute has also done capacity building in indigenous fruits and vegetables production; amenity horticulture; Fadama vegetable production during the dry season; mango and budded citrus seedlings production; local fruits jams and marmalade production; soap production using horticultural wastes; ginger and turmeric processing. Others are capacity building in compost making using horticultural wastes; modern technology for establishment of plantain / banana orchard; citrus pre-nursery management and fruit fly management; use of trap to reduce fruit flies; processing of irvingia; plantain production and marketing; tomato processing using netted raised platform dryer and modern technology for establishing plantain/banana orchard. See <https://nihort.gov.ng/research-output/>.

#### 4.5 Costing the Oyo SWOFON Charter of Demands

Oyo State SWOFON has 10,265 individual women farmer members and over 1000 cooperative groups. This represents a very large component of SHWF and provides a structured opportunity for government to specifically reach out to SHWF. This section seeks to put a cost element to the provisions of the Charter of Demands. It will facilitate a determination of whether the demands are realistic and if they are, what timeframe will be needed to implement them. Table 13 shows the costs associated with implementation of the Charter of Demands.

**Table 13: Costing of Oyo State SWOFON Charter of Demands**

S/N	Item	Unit Rate (N)	Quantity	Amount (N)
1.	Power Tillers	450,000	2,000 <sup>84</sup>	900,000,000
2.	Hand Sprinklers	15,000	2,000	30,000,000
3.	Planters	100,000	2,000	200,000,000
4.	Ploughs	1,200,000	2,000	2,400,000,000
5.	Harvesters	100,000	2,000	200,000,000
6.	Hand Powered Tractors	2,000,000	2,000	4,000,000,000
7.	Crushers	300,000	2,000	600,000,000
8.	Boreholes	1,000,000	2,000	2,000,000,000
9.	Hybrid Seedlings (rice, maize seedlings and cassava bundles)	10,000	2,000	20,000,000
10.	Fertiliser	6000	2,000	12,000,000
11.	Herbicides	2000 <sup>85</sup>	2,000	4,000,000
12.	Pesticides	2000	2,000	4,000,000
13.	Revolving Credit Scheme	1,000,000	1,000	1,000,000,000
14.	Extension Service	55,000,00 yearly	3 years	165,000,000
15.	Palm Oil Processing Machine <sup>86</sup>	50,000,000	3 <sup>87</sup>	150,000,000
16.	Palm Kernel Processing Machine <sup>88</sup>	50,000,000	3	150,000,000

<sup>84</sup> This is calculated at two equipment per cooperative society.

<sup>85</sup> Herbicides and pesticides are in packs of bottles.

<sup>86</sup> 50 tons a day capacity: The processing machine is made up of the Palm Fruit Reception - Harvest the palm fruit from the oil palm plantation and remove the fruitlets; Palm Oil Sterilization - Use water or steam for palm fruit sterilization; Palm Oil threshing - Separate the palm fruitlets from the bunches by rotation or vibration; Palm Oil Digestion - Crush the palm fruit to maximize the oil rate; Palm Pulp Pressing - Utilize palm oil processing machines to extract palm oil; Palm Oil Clarification - Remove foreign impurities from the final palm oil to get the crude palm oil and Palm Oil Storage - The final crude palm oil will be stored in specialized tank for further selling or transportation.

<sup>87</sup> At one per senatorial zone for the palm oil, palm kernel and cassava to garri processing plants.

<sup>88</sup> 10 tons a day capacity. The machine will perform the following tasks; cleaning crushing, softening, flaking, pressing, clarification, purification and drying to arrive at the crude palm kernel oil.

17	Casava to Garri Processing Machines <sup>89</sup>	20,000,000	3	60,000,000
<b>Total</b>				<b>11,895,000,000</b>

*Source: Author's Calculation*

The total sum came up to N11.895 billion. This can be funded by the State Government over the medium term in the agriculture medium term sector strategies. It is a matter of prioritization. Part of the funding can also be sourced from development partners and the private sector.

The first set of costs were centred on locally manufactured and maintained low-cost equipment that will reduce drudgery in agriculture and enable farmers to increase their output and productivity. They include the power tillers, ploughs, harvesters, etc. Their local production adds value to the value chain approach to farming and processing in Nigeria and will also create more jobs. This is in recognition of the fact that the traditional hoes and matchets are no longer suited for modern farming. They are items for the museum to inform future generations of the way and manner farming was done in the past.

Improved extension service is imperative for increasing the productivity of SHWF through access to new knowledge, innovations and best practices. This will facilitate the creation of links and relationships with the research institutes already existing in the state who will find ready off-takers for their research products and services. Provision of improved variety of seeds and seedlings for rice, maize, suckers, seedlings and cassava bundles, etc., will lead to productivity increase. Furthermore, access to fertilizer, herbicides and insecticides and knowledge of their proper usage will improve output and its quality as well as productivity.<sup>90</sup> The need for all season farming and access to water will be solved by water vents and boreholes as a prelude to investments in full blown irrigation schemes in the future.

Access to credit at either no interest rate or single digit interest rates (to cover administrative costs and depreciation due to inflation) is imperative to increase the capital stock of SHWF. The beauty of the revolving credit is that it will be given to cooperatives who have a track record of proper management of resources and ability to repay the loans. The loans will be revolving and available to more women's groups over time as the initial borrowers repay their loans.

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<sup>89</sup> Machines for washing, peeling, grater, presser, sieve, frying, packaging including working capital.

<sup>90</sup> This will include greater yield per hectare of land and crops and seeds that can mature early and have longer shelf life.

Attention was also focused on processing and value addition after harvesting of the farm produce. The required machines were for the processing of palm oil, palm kernel and cassava. Their processing, instead of their disposal by farmers at the rudimentary stage will create new opportunities for increased income to the farmers. The proposed machines are also locally fabricated and maintained to improve the value chain concept. Processed products could either be used locally or exported. Their local use in industries can save foreign exchange needed to import the products.

## Chapter Five

### CONCLUSIONS AND RECOMMENDATIONS

#### 5.1 Conclusion

Oyo State has a rich fertile land, forests, rivers and an ecosystem that supports agriculture in its entire value chain of crops, animals, forestry resources and fishing. Crops like cassava, yam, maize, rice, cocoa, sorghum, groundnut, tomato and leafy vegetables are produced in the State. It also supports livestock. SWOFON maintains a robust presence in Oyo State. It has produced a Charter of Demands for improving the agricultural productivity of SHWF.

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

Oyo State has four key agencies dealing with agriculture. They are the Ministry of Agriculture and Natural Resources, Agriculture Credit Corporation, Agricultural Development Programme and the Tree Crop Development Unit. The allocation to agriculture was lowest in 2015, being 1.66 percent of the budget. It increased exponentially in 2016 to 7.47 percent after which it fell drastically in 2017 to 3.17 percent. The agriculture allocation increased nominally in 2018 but reduced percentage wise to 2.95 percent before suffering a dramatic reduction from over N8billion to N2.9billion in 2019. However, in terms of percentage, it reduced from 2.95 percent to 1.59 percent between 2018 and 2019. Over the five-year period, the average funding available to the sector was 3.36 percent of the overall budget. As such, in no year did the Oyo State Government meet the Maputo and Malabo Declaration commitment of dedicating not less than 10 percent of the budget to agriculture. The funding of agriculture was not synchronised with the resources available to the State. For instance, in 2016 when the overall budget was N173.4 billion, the vote was N12.95 billion. But when the overall budget increased to N208.6 billion in 2017, the allocation to agriculture decreased to N6.6 billion. The funding pattern is undulating as it permitted of backward and forward movements. Agriculture was not prioritized by the state within the period of the study.

Out of 43-line items listed for implementation over the years 2017, 2018 and 2019, only 17 were partially but perfunctorily funded. This implies that 26-line items did not receive

any funding at all. Actual funding was 0.511 percent, 0.19 percent and 15 percent in 2017, 2018 and 2019 respectively. 2017 and 2018 funding were less than 1 percent of projections. The foregoing shows that the budget is not an actual guide to government expenditure in allocations that could have benefitted SHWF.

The budget provisions were not critically linked with policy standards. Beyond inorganic fertilisers, there were no provisions for inputs like seeds and agrochemicals, low cost or heavy-duty farm mechanisation, water and irrigation, animal husbandry, fishing and aquatic support, climate change support, extension services, research and there was reluctance to cue into federal supported programmes through counterpart funding.

Some of the budget requests were vague and devoid of specificity in terms of what public funds will be paying for. For instance, “purchase of agricultural equipment” states nothing of the type of equipment and numbers to be procured and their functional description. “Rehabilitation of agricultural facilities” states nothing on the type and particular facility to be rehabilitated and its location. Furthermore, there was no evidence of consultation of SWOFON members during the formulation and other components of the budgeting process. Essentially, Oyo State cannot be said to have used the maximum of available resources for the progressive improvement of agricultural productivity, especially of SHWF.

There was support from the World Bank’s Fadama III Programme. Research institutes such as the IITA and NIHORT are located in the State but there is no evidence that SWOFON has taken advantage of their capacity and findings to improve agricultural productivity. CBN’s development interventions such as the Agricultural Credit Guarantee Scheme Fund and the Anchor Borrower’s Programme are available in the State but SWOFON is yet to take advantage of their facilities.

The materials and equipment in the Oyo State SWOFON Charter of Demands were costed and the required resources came up to N11.895 billion. The materials and equipment include power tillers, hand sprinklers, planters, ploughs, harvesters, hand powered tractors, boreholes, fertiliser, herbicides, extension service and a revolving credit scheme, processing mills for palm oil, palm kernel and cassava, etc. Some other demands like good rural road networks and security are being funded under other government programmes. They are not specific and or required in the agriculture sector alone.

## **5. 2 Recommendations**

### **A. To the Executive**

**(i).** Review the State level Policy in Agriculture and formulate a State Gender Policy in Agriculture following the lead of the APP and National Gender Policy in Agriculture. The

policies should be costed in an implementation plan to guide budgeting and the realisation of policy objectives.

**(ii).** To improve policy coherence, develop a gender responsive budgeting toolkit or guideline for mainstreaming gender into agriculture sector budgets. This should be followed by capacity building of public officials in relevant MDAs (Agriculture, Water Resources and Rural Development, Environment, Women Affairs, etc.) on national and international standards governing agriculture.

**(iii).** Strengthen collaboration between key MDAs especially the Ministries of Agriculture, Water Resources and Rural Development, Environment, Women Affairs to ensure that all components of agriculture - crop cultivation, animal husbandry, fisheries and forestry have a harmonious policy implementation framework.

**(iv).** Furthermore, strengthen collaboration between MDAs relevant to the full value chain of agriculture including the aforementioned MDAs in paragraph (iii) above and the Ministries of Finance, Budget and Planning, and Commerce, Industry and Cooperatives.

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

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

**(vii).** Guarantee popular participation to open up all stages of the budgeting process to popular inputs and involve SHWF in planning and implementation of agricultural policies and programmes in the State. This should include budget preparation, monitoring and evaluation, reporting, etc.

**(viii).** Provide affirmative action quotas for SHWF in state funded agriculture credits and loans and ensure that such quotas are built into donor funded projects and agricultural loans. Alternatively, provide dedicated Revolving Loan Schemes for SHWF.

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

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

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

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

- ❖ Targeted extension services which links SHWF with innovations, research findings, education on new farming techniques, etc. This involves strong collaboration with local governments. Increasing the number of state and local government level female extension workers is imperative;
- ❖ Capacity building on climate change resilience, adaptation and mitigation strategies as well as organic farming;
- ❖ Capacity building on management of agriculture cooperatives, financial literacy and group dynamics in its link to modern agriculture practices;
- ❖ Removing drudgery from agriculture through gender friendly 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 women;
- ❖ Improved seeds/seedlings, stems, fertilisers, pesticides, feeds, animal stock storage facilities, irrigation facilities;
- ❖ Investments across the value chains including processing equipment for product's preservation and value addition as well as capacity building to minimise post-harvest losses.
- ❖ Improved irrigation and access to water for all year-round farming.
- ❖ Information Communications Technology/Knowledge Management (ICT/KM) Framework through using new devices to enhance ICT/KM capacity in the sector as well as reviving radio farm broadcasts designed to provide information to farming communities. On extension service, ICT has opened a new vista that can transform how extension services are rendered. This is about building an Agriculture Information Management Platform where all sources of information could converge as a one stop platform that facilitates farming.

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

### **B. To the Legislature**

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

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

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

### **C. To Civil Society Including SWOFON**

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

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

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