

REVIEW OF THE 2021 AGRICULTURE BUDGET ESTIMATES



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

And



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

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ABBREVIATIONS AND ACRONYMS

| | |
|-------------------|--|
| SWOFON | Small Scale Women Farmers Association of Nigeria |
| CSJ | Centre for Social Justice |
| GDP | Gross Domestic Product |
| NBS | National Bureau of Statistics |
| SSWF | Small Scale Women Farmers |
| SDGs | Sustainable Development Goals |
| ICESCR | International Covenant on Economic, Social and Cultural Rights |
| CEDAW | Convention on the Elimination of all Forms of Discrimination against Women |
| CAADP | Comprehensive Africa Agriculture Development Programme |
| Ministry of FMARD | Federal Ministry of Agriculture and Rural development |
| USD | United State Dollars |
| MDAs | Ministries, Departments and Agencies of Government |
| LGAs | Local Government Areas |
| FGN | Federal Government of Nigeria |
| NALDA | National Agricultural Land Development Authority |
| PPP | Public Private Partnership |
| ARMTI | Agricultural Research and Management Institute |
| SUVs | Sport Utility Vehicle |

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INTRODUCTION

1.1 BACKGROUND

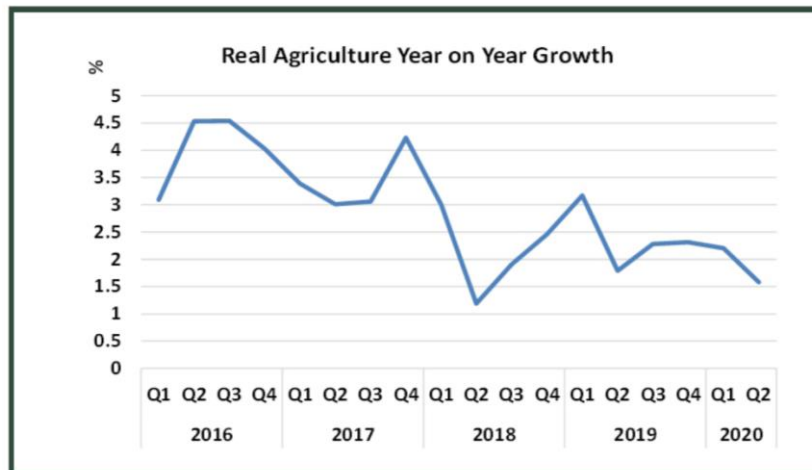
The role of agriculture through its value chains in facilitating economic growth cannot be over-emphasized. It is important for food security, job creation, provision of raw materials for industries and improved rural and urban livelihoods. Increased agriculture output will facilitate the conservation of foreign exchange as Nigeria's food imports will decrease and thereby put less pressure on the value of the Naira. Nigeria spent a total of N6.096trillion to import food between 2016 to 2019 - N1.215trillion, N1.618trillion, N1.493trillion and N1.769trillion in 2016, 2017, 2018 and 2019 respectively.¹

According to the National Bureau of Statistics, the extant performance of agriculture in the Gross Domestic Product (GDP) is as follows:²

The sector grew by 19.90% year-on-year in nominal terms in Q2 2020, showing an increase of 2.14% points from the same quarter of 2019. Looking at the preceding quarter's growth rate of 22.47%, this quarter's growth rate represented a decline of – 2.57% points. Crop Production remained the major growth driver of the sector, as it accounted for 87.34% of nominal GDP in the sector in Q2 2020. Quarter on Quarter, growth stood at 9.36% in the second quarter of 2020. Agriculture contributed 23.92% to nominal GDP, higher than the rates recorded for the second quarter of 2019 and the first quarter of 2020 which recorded 19.39% and 20.88% respectively.

Agriculture's growth is graphically illustrated in Figure 1.

Figure 1: Real Agriculture Growth Year on Year 2016-Quarter 2, 2020



Source: NBS, Second Quarter 2020 GDP Report

Essentially, agriculture grew at a time the economy shrank by -6% (year-on-year in real terms). It is projected that Nigeria may enter recession when the third quarter GDP results

¹ Source: National Bureau of Statistics; Q4,2019, Foreign Trade Statistics

² Nigeria Gross Domestic Product Report, Quarter 2 2020.

are out. As such, agriculture is one of the key growth drivers that would be relied upon to get the economy out of recession.

The sector provides employment to over 60% of the population. The share of informal sector agriculture GDP is 91.8% as against 8.2% from the formal sector.³ This may account for its low contribution to revenue, especially taxes. Nigeria has over 84m hectares of arable land, out of which only 40% is cultivated.⁴ Thus, there is room to deploy more human, fiscal, information, technology and ecological resources to cultivate the 60% uncultivated land. There is also room to take steps to formalize the 91.8% informal sector agriculture to position it for governmental agriculture service delivery – including seeds, fertilisers, equipment, extension services, access to credit, etc. This will also improve its contribution to public revenue through taxation.

1.2 WOMEN AND GENDER MAINSTREAMING IN AGRICULTURE

Women constitute 49% of Nigeria's population. According to the National Gender Policy in Agriculture:⁵

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

Majority of the farmers in Nigeria are smallholder farmers and majority of the smallholder farmers are women. Thus, Small Scale Women Farmers (SSWF) contribute a lot to the food security of Nigerian households. They produce the bulk of the foods that the nation feeds on. SSWF face huge challenges of access to land, finance and other factors of production. Women are involved in the agriculture value chain from clearing of the farm, planting, weeding, attending to animals and fish, harvesting, and packaging of agricultural products, etc. However, the socially and culturally constructed roles for women and men, boys and girls in agriculture provides unequal opportunities, life chances and value accretion and leads to gender inequity - unfair and unjust distribution of benefits and responsibilities between men and women - tilted against women. It is therefore imperative that budgets are crafted with this recognition and not as gender blind/neutral documentation which fails to recognize existing differences and challenges.

Budgets should be crafted and implemented within the policy, plan budget continuum which ensures that provisions of policies and plans are implemented through the budget and associated fiscal and monetary policies. National and international standards providing anchor for gender responsive budgeting in agriculture include the following:

- Sustainable Development Goals (SDGs) 1 and 2 focused on eradicating poverty; ending hunger and achieving food security, improved nutrition and sustainable

³ National Bureau of Statistics, 2015

⁴ [Htpps://fmard.gov.ng](https://fmard.gov.ng)

⁵ At page 71 of the Policy.

agriculture;⁶

- SDGs 5, 9, and 13 focused on achieving gender equality and empowering all women and girls;⁷ domestication of technology and innovation and removal of drudgery in agriculture;⁸ and the challenges of climate change on agriculture;⁹
- Article 11 of the International Covenant on Economic, Social and Cultural Rights (ICESCR) which expounds the Universal Declaration of Human Rights provisions on the right to feed oneself;¹⁰
- The Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) which recognizes affirmative action to deal with clear cases of ingrained inequality and inequity;¹¹
- The Beijing Declaration and Platform for Action;
- The Protocol to the African Charter on the Rights of Women in Africa;
- The African Union Gender Policy and the African Union Solemn Declaration on Gender Equality in Africa;
- The Comprehensive Africa Agriculture Development Programme (CAADP), Maputo Declaration reaffirmed in the Malabo Declaration where African Heads of States and Governments committed to a minimum of 10% yearly budget investment in agriculture;¹²
- The Constitution of the Federal Republic of Nigeria 1999 (Constitution);¹³
- The Green Alternative, Nigerian Gender Policy and the afore cited National Gender Policy in Agriculture.

⁶ “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”.

⁷ Undertake reforms to give women equal rights to economic resources; enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women and adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of *all women and girls at all levels*.

⁸ 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.

⁹ Taking urgent action to combat climate change and its impact.

¹⁰ Article 25 of the Universal Declaration on Human Rights.

¹¹ CEDAW articulates substantive equality in equality of results in agriculture: See Food and Agriculture Organization of the UN (FAO): *A Tool for Gender-Sensitive Agriculture and Rural Development Policy and Programme Formulation* at page 14.

¹² Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods, Malabo, Equatorial Guinea, June 26-27 2014; Support and facilitate preferential entry and participation of women and youth in gainful and attractive agri-business opportunities.

¹³ S.42 of the Constitution which prohibits discrimination on several grounds including sex and this applies to the formulation and implementation of laws and policies including those relevant to agriculture and S.17 (2) (a) on equality of rights and obligations.

Consequently, the government is expected to design the annual budget in a manner that is responsive to the rights and demands of women including the SSWF in Nigeria.

1.3 DEMANDS OF SMALL-SCALE WOMEN FARMERS

Box 1 summarises the demand and requirements of SSWF under the umbrella of the Small-Scale Women Farmers Association of Nigeria (SWOFON). Meeting these demands will improve agricultural productivity, rural livelihoods, food security and value addition along the various crop, forestry, animal and fish value chains.

Box1: Summary of the Demands of Small-Scale Women Farmers

1. Provision of gender friendly machineries for increased productivity. Examples include hand sprayers, planters, ploughs, tillers, etc.
2. Easy access to subsidized farming inputs. Examples include fertilizers, seeds, seedlings, chemicals, pesticides, etc.
3. Establishment of local government committees to tackle insecurity and protect women farmers.
4. Access to soft loans from the government.
5. Consultations and engagements between government officials and smallholder women farmers.
6. Building of central storage facilities for smallholder women farmers in the local communities.
7. Capacity building training on global best practices in agriculture.
8. Construction and maintenance of rural road networks for easy movement of agricultural goods and services.
9. Timely release of funds for projects targeted at Smallholder Women Farmers.
10. Allocation of large expanses of community lands for cluster farming across different value chains.
11. Construction of boreholes and dams for irrigation farming.
12. Establishment of quality control regulatory body for animal feeds and other inputs.
13. Provision of vaccines to reduce loss of ruminants and other farm animals.
14. Provision of extension services for Smallholder Women Farmers within their local communities.
15. Provision of hatchery machines and quality feeds for smallholder women poultry farmers.
16. Construction of central farmers market for easy access to market and purchase of goods by the public.
17. Construction of processing machines and equipment for cassava, palm oil, maize, etc.
18. Capacity building training on value addition across the different agricultural value chains.
19. Improvement of local soil texture and quality.
20. Construction of labour saving smoking kiln for fish farmers and training on how to produce local feeds for ruminants.

From this charter of demands, the budget can provide for materials like gender friendly machineries for increased productivity - including hand sprayers, planters, ploughs, tillers; subsidized farming inputs like fertilizers, seeds, seedlings, chemicals, pesticides; central storage facilities; capacity building through extension services; construction and maintenance of rural road networks; and vaccines. The budget can also provide for processing machines and equipment for different crops; hatchery and fish processing machines, etc.

1.4 THE FEDERAL MINISTRY OF AGRICULTURE AND RURAL DEVELOPMENT

For a proper analysis and contextualizing of the 2021 budget estimates of the Ministry of Agriculture and Rural development (Ministry or FMARD), a statement of the mandate, vision and mission is imperative. The mandate is stated to be:¹⁴

“Ensure food security in crop, livestock and fisheries, stimulate agricultural employment and services, promote the production and supply of raw materials to agro industries, provide markets for the products of the industrial sector, generate foreign exchange and aid rural socio-economic development”

The vision of the FMARD is defined as:¹⁵

“Grow Nigeria’s agriculture sector, drive income growth, accelerate food and nutrition security, generate employment, and transform Nigeria into a leading global food market with wealth for farmers”

The mission is stated as follows:¹⁶

“Organize and manage the agriculture sector and facilitate agribusiness for increased food security and employment along commodity value chains and agro-industrial development to earn foreign exchange and contribute to socio-economic development of the country”.

In the further explanation of the mandates of the Departments and Parastatals under the ministry, it is stated to centre around the Ministry’s general functions as detailed in Box 2:

Box 2: Mandate of the Departments and Parastatals under the MARD

- Creating a conducive environment to stimulate greater sector participation in agriculture to enable the business side assume its appropriate role as the engine of economic growth.
- Increasing agricultural production through the promotion of supportive and service-oriented sub-sectoral activities to enhance production, productivity and marketing opportunities.
- Developing the seed industry and technology as the foundation of sustainable practice.
- Promoting the research and development of appropriate agricultural technology including biotechnology to transform agricultural production and productivity.

¹⁴ <https://fmard.gov.ng/who-we-are/>

¹⁵ <https://fmard.gov.ng/who-we-are/>

¹⁶ <https://fmard.gov.ng/who-we-are/>

- Promoting agro-processing, preservation and storage to reduce pre- and post-harvest losses to the barest minimum.
- Promoting the timely availability of adequate and quality agro – inputs to enhance production.
- Developing an efficient competitive and self–sustaining production, health and management of improved livestock species in the country to meet the protein needs of the populace and the raw materials requirements of industries.
- Intensifying settlement programmes for pastoralists by providing necessary facilities at the grazing reserves and supporting ranching facilities.
- Developing integrated Pest Control and Management System for sustainable crop and livestock production in the country.
- Providing virile national animal, fisheries and plant quarantine services.
- Increasing the level and widening the scope of insurance coverage of agricultural production to reduce risk and losses attendant to agricultural production.
- Maintaining the Strategic National Food Reserve Programme for purposes of food security and market stability.
- Promoting an efficient and effective credit administration system.
- Coordinating agricultural and rural development data and information management system.
- Inventorying land resources and controlling land use and degradation, as well as promoting climatic change adaptation and resilience practices.
- Building capacity and vocational skills to impact on agricultural best practices to all stakeholders.
- Encouraging agricultural commodities development and marketing institutions.
- Sustaining the development of the artisanal, industrial and aquaculture fisheries potentials of the country for self-sufficiency in fish production and export.
- Stimulating the technology of production and processing to take advantage of untapped resources in the fishery sector.
- Promoting effective linkage between research and farmers through efficient agricultural extension services.
- Collaborating with States and Local Governments and other stakeholders in the planning, implementation, monitoring and evaluation of agricultural policies, programmes and projects in the country.
- Mobilizing and empowering the rural communities through increased agricultural, industrial and other non-farm activities for the improvement of livelihoods.
- Promoting rural health, nutrition and infrastructural development.
- Mainstreaming gender and youth related agricultural and rural development programmes.
- Organizing and promoting strong cooperative groups in the various sub-sectors.
- Collaborating with development partners on agricultural development initiatives.
- Ensuring the competitiveness of Nigeria’s agricultural products to derive maximum advantage from the provisions of bilateral, regional and multilateral institutions agreements, conventions and treaties without compromising national interest.

From the foregoing provisions, the mandate of the Ministry is broad and extensive and encapsulates the full value chain of land preparation, planting, harvesting, storage, processing, value addition and beneficiation, marketing, etc. of agricultural products. The range of products include crops, forestry, livestock and fisheries. FMARD is to a great extent dedicated to policies and activities that will boost food security and increased productivity, employment creation, supply of raw materials to industries, foreign exchange

earning, etc. By the Constitution which is the grundnorm and other relevant standards, FMARD is obligated to mainstream gender and youth related agricultural development programmes.

The Ministry has 17 Departments, 6 Regional Offices, 37 State Offices, 11 Agencies, 15 Research Institutes and 14 Colleges of Agriculture and a number of Universities of Agriculture. The major ones are as shown in Box 3.

Box 3: Agencies under the FMARD

- | |
|---|
| <ol style="list-style-type: none"> 1. FEDERAL MINISTRY OF AGRICULTURE AND RURAL DEVELOPMENT HQTRS 2. FEDERAL COLLEGE OF PRODUCE INSPECTION AND STORED PRODUCTS TECHNOLOGY, KANO 3. AGRICULTURAL RESEARCH AND MANAGEMENT INSTITUTE (ARMTI) – ILORIN 4. NATIONAL CENTRE FOR AGRICULTURAL MECHANISATION- ILORIN 5. NATIONAL CEREALS RESEARCH INSTITUTE BADEGG 6. NATIONAL VETERINARY RESEARCH INSTITUTE VOM 7. NATIONAL ROOT CROPS RESEARCH INSTITUTE UMUDIKE 8. NATIONAL INSTITUTE FOR OIL PALM RESEARCH (NIFOR) – BENIN 9. INSTITUTE OF AGRICULTURAL RESEARCH- ZARIA 10. NATIONAL ANIMAL PRODUCT RESEARCH INSTITUTE- ZARIA 11. NATIONAL HORTICULTURAL RESEARCH INSTITUTE IBADAN 12. FEDERAL UNIVERSITY OF AGRICULTURE, ABEOKUTA 13. FEDERAL UNIVERSITY OF AGRICULTURE, MAKURDI 14. MICHAEL OKPARA UNIVERSITY OF AGRICULTURE, UMUDIKE 15. FEDERAL UNIVERSITY OF AGRICULTURE ZURU, KEBBI STATE 16. COCOA RESEARCH INSTITUTE- IBADAN 17. INSTITUTE OF AGRICULTURAL RESEARCH 18. RUBBER RESEARCH INSTITUTE- BENIN 19. NATIONAL INSTITUTE OF FRESHWATER FISH- NEW BUSSA 20. NATIONAL AGRIC. EXTENSION RESEARCH LIAISON SERVICES- ZARIA 21. VETERINARY COUNCIL OF NIGERIA 22. FEDERAL COLLEGE OF ANIMAL HEALTH AND PRODUCTION TECHNOLOGY – IBADAN 23. FEDERAL COLLEGE OF AGRICULTURE – AKURE 24. FEDERAL COLLEGE OF AGRICULTURE, MOORE PLANTATION- IBADAN 25. FEDERAL COLLEGE OF AGRICULTURE – ISHIAGU 26. FEDERAL COLLEGE OF FRESH WATER FISHERIES TECHNOLOGY - NEW BUSSA 27. FEDERAL COLLEGE OF ANIMAL HEALTH AND PRODUCTION TECHNOLOGY – VOM 28. COLLEGE OF VETERINARY AND MEDICAL LABORATORY TECHNOLOGY – VOM 29. FEDERAL COLLEGE OF FRESH WATER FISHERIES – BAGA 30. FEDERAL COLLEGE OF FISHERIES AND MARINE TECHNOLOGY – LAGOS 31. FEDERAL CO-OPERATIVE COLLEGE- IBADAN 32. FEDERAL CO-OPERATIVE COLLEGE- KADUNA 33. FEDERAL CO-OPERATIVE COLLEGE- OJI RIVER 34. FEDERAL COLLEGE OF LAND RESOURCES TECHNOLOGY – OWERRI 35. FEDERAL COLLEGE OF LAND RESOURCES TECHNOLOGY, KURU – JOS 36. FEDERAL COLLEGE OF HORTICULTURE, DADINKOWA, GOMBE 37. NATIONAL AGRICULTURAL INSURANCE CORPORATION (NAIC) 38. NIGERIAN INSTITUTE OF ANIMAL SCIENCE 39. NIGERIAN INSTITUTE OF SOIL SCIENCE (NISS) 40. NIGERIA STORED PRODUCTS RESEARCH, ILORIN |
|---|

41. NATIONAL AGRICULTURE SEEDS COUNCIL
42. NIGERIA AGRICULTURAL QUARANTINE SERVICE
43. AGRICULTURAL RESEARCH COUNCIL OF NIGERIA
44. OFFICE OF THE PERMANENT REPRESENTATIVE TO FAO
45. LAKE CHAD RESEARCH INSTITUTE MAIDUGURI
46. NIGERIA INSTITUTE OF OCEANOGRAPHY AND MARINE RESEARCH

This shows the broad range of agencies under the Ministry and the expected range of activities from the FMARD.

Part Two

THE 2021 FEDERAL MINISTRY OF AGRICULTURE AND RURAL DEVELOPMENT BUDGET ESTIMATES

2.1 TRAJECTORY OF ALLOCATIONS 2016-2021

Table 1 below shows the trajectory of the Agriculture vote for the period 2016-2021.

Table 1: Allocations to Agriculture: 2016-2019

| Years | Total Recurrent | % Increase or Decrease | Total Capital | % Increase or Decrease | Total Allocation | % Increase or Decrease | Agric Allocation as % of Total Budget |
|-------|-----------------|------------------------|-----------------|------------------------|------------------|------------------------|---------------------------------------|
| 2016 | 29,632,584,416 | | 46,173,963,859 | | 75,806,548,275 | | 1.25 |
| 2017 | 31,752,144,051 | 7.15 | 103,793,201,010 | 124.79 | 135,545,345,061 | 78.80 | 1.82 |
| 2018 | 53,811,953,706 | 69.48 | 149,198,139,037 | 43.75 | 203,010,092,743 | 49.77 | 2.23 |
| 2019 | 57,677,415,129 | 7.18 | 107,218,344,102 | -28.14 | 164,895,759,231 | -18.77 | 1.85 |
| 2020 | 57,964,818,432 | 0.50 | 102,493,492,597 | -4.41 | 160,458,311,029 | -2.69 | 1.48 |
| *2021 | 69,218,055,969 | 19.41 | 110,240,273,239 | 7.56 | 179,458,329,208 | 11.84 | 1.37 |

Source: Budget Office of the Federation

* Implies that figures are projected

The amount allocated to Agriculture in the 2021 estimates is an 11.84% increase from the 2020 budget figure of ₦160.4bn. The trajectory shows that the allocation to the sector has been increasing up to 2018 but it decreased in 2019 and further decreased in 2020. It was also in 2018 that the agriculture vote as percentage of the overall vote reached 2.23% and has been on a downward curve since then - 1.85% in 2019, 1.48% in 2020 and now 1.37% in the 2021 estimates. Table 2 shows the conversion of the Ministry's vote into United States Dollar (USD) to determine the real value of the allocations considering the continued depreciation of the Naira over the years.

Table 2: Conversion of Budget Figures to USD

| Years | Total Allocation (NGN) | Rates | USD (\$) |
|-------|------------------------|-------|----------------|
| 2015 | 40,659,020,717 | 190 | 213,994,845.88 |
| 2016 | 75,806,548,275 | 197 | 384,804,813.58 |
| 2017 | 135,545,345,061 | 305 | 444,410,967.41 |
| 2018 | 203,010,092,743 | 305 | 665,606,861.45 |
| 2019 | 137,967,423,076 | 305 | 452,352,206.81 |
| 2020 | 160,458,311,029 | 360 | 445,717,530.64 |
| 2021* | 179,458,329,208 | 379 | 473,504,826.41 |

Source: Budget Office of the Federation

* Implies that figures are projected

Table 2 shows that the Agriculture vote has been on the increase up till 2018 and dropped in 2019 when the allocation was reduced to USD452.3m. It further dropped in 2020 to USD445.7m before the proposal for marginal increase in 2021. Table 2 used the exchange rate for the preparation of the budget for the 6 years period (2016-2021).

Flowing from Table 1 is the fact that the sector's allocation as a proportion of the overall budget proposal is 1.37%, a reduction from the 1.48% of 2020. This is very paltry when juxtaposed with the Maputo/Malabo commitments which requires 10% allocation from the overall budget. In terms of composition of the sector's allocation, N66.031bn and N3.186bn was allocated to personnel and overheads respectively aggregating to 69.218bn, which indicate that recurrent expenditure got 38.57% of the MARD vote while N110.240bn, being 61.43% is for capital expenditure.

2.2 HEADQUARTERS VOTE AS A PERCENTAGE OF OVERALL VOTE

A further disaggregation of the Ministry's estimates shows the allocation to the headquarters as a component of the overall vote to the Ministry. Table 3 tells the story

Table 3: Vote to the Headquarters as a Component of the Ministry's Vote

| Department | Vote | Overall Vote | Percentage |
|----------------------------------|----------------|-----------------|------------|
| Headquarters | 67,584,906,523 | 179,458,329,208 | 37.66 |
| Headquarters Capital Expenditure | 59,796,242,699 | 110,240,273,239 | 54.24 |
| Headquarters Personnel | 7,305,454,205 | 66,031,435,074 | 11.06 |
| Headquarters Overhead | 483,209,619 | 3,186,620,895 | 15.16 |

Source: 2021 Budget Estimates: BOF

A huge chunk of the sector's budget was allotted to the Ministry's headquarters – N67.584 billion out of N179.458 billion. In percentage terms, this represents 37.66% of the entire sector's allocation while the remaining 45 out of the 46 MDAs in the sector got the remaining 62.34% of the sectoral allocation. In addition, the headquarters capital expenditure of N59.796 billion is 54.24% of the total sectoral capital expenditure which seems so high a figure when compared with the headquarters' overhead (15.16%) and personnel (11.06%). This is not proper and may result in sub-optimal performance for the sector. The Ministry has 17 Departments, 6 Regional Offices, 37 State Offices, 11 Agencies, 15 Research Institutes and 14 Colleges of Agriculture and a number of Universities of Agriculture.

2.3 MATTERS ARISING FROM THE ALLOCATIONS

Beyond the foregoing, a number of other issues arise from the estimates. The first issue is that ***the Ministry's budget proposals do not give explicit expression to the prescriptions of national and international standards governing agriculture***. Neither the SDGs, ICESCR, CEDAW, National Gender Policy on Agriculture (NGPA), Maputo and Malabo commitments and the CAADP were respected. The Green Alternative which is FGN's major agriculture promotion policy 2016-2020 will expire at the end of the year and no successor programme has been designed. Policies and plans find expression and

are the anchor of fiscal allocations. Otherwise, the allocations would simply be based on the fancy of the authorities without being tied to specific outcomes and desired impact. There is a contentious National Grazing Reserves Development Project proposed for funding in the sum of N2.131bn¹⁷ without a clear framework of whether what is required is ranches or just grazing reserves. Where is the evidence of investments from previous approvals for this line item?

The second issue is that the estimates are filled with **big sums of money without specifics** and enough details and if no clarity is provided, Nigerians would be in the dark as to what the votes to those line items are for. Such lump sum provisions create a background for easy mismanagement of allocated funds. It would be difficult for citizens to carry out any project monitoring without knowing the activities and deliverables of the projects. This is clearly not the ideal way to craft a budget because transparency which leads to accountability is imperative for budget monitoring. For instance, just stating a lump sum as done in these estimates for a particular crop value chain does not reveal what the expenditure is for. According to the FMARD:¹⁸

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

This definition of value chain raises the poser; which aspect of the value chain is the vote dedicated to or is it for the entire value chain? What are the specific activities and where are they going to be located? Table 4 shows instances of the lump sums.

Table 4: Lump Sum Provisions in the Estimates of the FMARD

| Code | Project Name | Amount (N) |
|--------------|--|---------------|
| ERGP30105215 | AGRIBUSINESS AND MARKET DEVELOPMENT | 1,966,771,191 |
| ERGP30105223 | PROMOTION AND DEVELOPMENT OF KENAF (JUTE BAGS) VALUE CHAIN | 327,212,721 |
| ERGP30105243 | PROMOTION AND DEVELOPMENT OF SHEA BUTTER VALUE CHAIN | 103,520,733 |
| ERGP30105251 | PROMOTION AND DEVELOPMENT OF RUBBER VALUE CHAIN | 193,550,627 |
| ERGP30105260 | PROMOTION AND DEVELOPMENT OF GROUNDNUT VALUE CHAIN | 549,619,067 |
| ERGP30105265 | PROMOTION AND DEVELOPMENT OF SORGHUM/MILLET VALUE CHAIN | 494,042,623 |
| ERGP30105076 | PROMOTION AND DEVELOPMENT OF WHEAT VALUE CHAIN | 907,291,412 |
| ERGP30105109 | PROMOTION AND DEVELOPMENT OF SOYA BEANS VALUE CHAIN | 460,493,182 |

¹⁷ ERGP5105208

¹⁸ <https://fmard.gov.ng/value-chain/>

| | | |
|--------------|--|---------------|
| ERGP30105123 | PROMOTION AND DEVELOPMENT OF MAIZE VALUE CHAIN | 482,764,766 |
| ERGP30105133 | PROMOTION AND DEVELOPMENT OF FISHERIES AND AQUACULTURE VALUE CHAIN | 553,774,787 |
| ERGP30105134 | PROMOTION AND DEVELOPMENT OF CASTOR | 196,891,361 |
| 196,891,361 | PROMOTION AND DEVELOPMENT OF ANIMAL PRODUCTION & HUSBANDRY VALUE CHAIN ¹⁹ | 546,156,792 |
| ERGP30105160 | PROMOTION AND DEVELOPMENT OF CASSAVA VALUE CHAIN | 481,127,980 |
| ERGP30105166 | PROMOTION AND DEVELOPMENT OF COWPEA VALUE CHAIN | 313,416,063 |
| ERGP30105170 | PROMOTION AND DEVELOPMENT OF YAM VALUE CHAIN | 315,222,700 |
| ERGP30105176 | PROMOTION AND DEVELOPMENT OF COCOA VALUE CHAIN | 397,006,174 |
| ERGP30105182 | PROMOTION AND DEVELOPMENT OF GUM ARABIC VALUE CHAIN | 307,891,964 |
| ERGP30105193 | PROMOTION AND DEVELOPMENT OF CASHEW VALUE CHAIN | 578,999,315 |
| ERGP30105197 | PROMOTION AND DEVELOPMENT OF SESAME/ACHA VALUE CHAIN | 571,270,375 |
| ERGP30105192 | IRRIGATION AND CROP DEVELOPMENT | 2,350,149,118 |
| ERGP30105199 | SUPPORT TO FARMERS GROUP COOPERATIVES | 174,732,805 |

Source: 2021 Estimates of Ministry of Agriculture and Rural Development: BOF

These provisions need to be disaggregated and clarified for stakeholders to follow through. Even in a programme that seems like a counterpart funding arrangement (Agricultural Transformation Agenda Support Program - Phase 1; Multilateral and Bilateral Funded Projects), the details of the specific projects that require counterpart funding in the hefty sum of N4.9bn are missing.²⁰ Also, there is a Counterpart Funding of Agricultural Projects with Donor Agencies in the sum of N1.024bn and the details of the donor agencies and specific sums going to them is not available.²¹

The **third issue** is that **most of the projects in the Ministry's estimates have no locations**. There is nothing on the state, local government or exact site of the investments to enable a follow through by the public. This is evident in the value chains analysis in Table 4 above. The **fourth issue** is that even though the mandate of the Ministry is wide, projects like road construction and **big infrastructure do not seem to be an area of strength and comparative advantage for the Ministry**. Such projects are better left with the Ministry of Works or other relevant MDAs. Some of the projected expenditures are as shown in Table 5.

¹⁹ This is not even for a specific animal but the whole animals which may include cows, goats, sheep, rabbit, pigs, etc. But there is promotion and development of sheep and goat value chain in the sum of N81,801,178 (ERGP30155464) in the same estimates.

²⁰ ERGP5161042

²¹ ERGP30159116

Table 5: Estimates that are Better Handled by other MDAs

| Code | Project Name | Amount (N) |
|--------------|---|---------------|
| ERGP10160834 | PROVISION AND INSTALLATION OF SOLAR STREET LIGHT NATIONWIDE | 800,000,000 |
| ERGP30155532 | RURAL INFRASTRUCTURE DEVELOPMENT | 7,295,033,645 |
| ERGP1161140 | CONSTRUCTION OF RURAL ROADS IN SELECTED STATES ²² | 1,000,000,000 |
| ERGP12160785 | CONSTRUCTION OF SURFACE DRESSING AT NAKI GORI-YOLA WAKAT ROAD, PLATEAU STATE | 350,000,000 |
| ERGP1161229 | 2.2KM ROAD TARRING AND DRAINAGE CONSTRUCTION FROM EWEKORO (IYANA AKINBO) TO AKINBO VILLAGE | 250,000,000 |
| ERGP12160827 | CONSTRUCTION OF SELECTED RURAL ROADS WITHIN NGURU/MACHINA/YUSUFARI/JAKUSKO/BADE AND KARASUWA LGAs IN YOBE STATE | 1,000,000,000 |
| ERGP12160908 | COMPLETION OF ONGOING BABS ANIMASHAUN RURAL ACCESS ROAD AND BRIDGE, SURULERE, LAGOS | 981,224,490 |
| ERGP12161096 | REHABILITATION OF OBIZI UGA ROAD WITH SPUR TO ST JAMES CHURCH 10KM, ANAMBRA | 70,000,000 |
| ERGP28160831 | PROVISION/CONSTRUCTION OF MINI WATER TREATMENT PLANT NATIONWIDE ²³ | 900,000,000 |
| ERGP12160786 | REHABILITATION OF SELECTED ROADS IN NORTH CENTRAL & OTHER ZONES ²⁴ | 200,000,000 |

The **fifth issue** is that the Ministry has 11 Agencies, 15 Research Institutes and 14 Colleges of Agriculture and a number of Universities of Agriculture. Even though there is a provision of N2.015bn for extension services and provisions made in previous budgets, **extension service is weak and has not been successful in taking research findings to farmers**. There is no clear linkage between federal extension services, State Ministries of Agriculture and Local Government Agriculture Departments. Actual farming takes place in the localities of states and LGAs. Federal extension services need to be linked up with local authorities for sustainability. Table 6 shows proposals for research from the National Cereal Research Institute, Badeggi.

Table 6: Proposals for Research from the National Cereal Research Institute, Badeggi

| Code | Project | Status | Amount (N) |
|--------------|--|---------|------------|
| ERGP30151022 | RESEARCH INTO VALUE ADDITION OF RICE, ACHA, SOYABEAN, BENISEED, CASTOR AND SUGARCANE | ONGOING | 32,500,000 |
| ERGP30151024 | BIOTECHNOLOGICAL RESEARCH INTO ALL MANDATE CROPS | ONGOING | 25,000,000 |
| ERGP30151025 | RESEARCH INTO GENETIC AND VARIETAL IMPROVEMENT OF ACHA CROP | ONGOING | 29,000,000 |
| ERGP30151027 | RESEARCH INTO GENETIC AND VARIETAL IMPROVEMENT OF CASTOR | ONGOING | 25,000,000 |
| ERGP30151028 | RESEARCH INTO GENETIC AND VARIETAL IMPROVEMENT OF BENISEED CROP | ONGOING | 25,500,000 |

²² The project locations are not indicated.

²³ This is another project without a location.

²⁴ There is no location for the projects.

| | | | |
|--------------|--|---------|------------|
| ERGP30151029 | RESEARCH INTO GENETIC AND VARIETAL IMPROVEMENT OF SUGARCANE CROP | ONGOING | 30,000,000 |
| ERGP30151031 | RESEARCH INTO GENETIC AND VARIETAL IMPROVEMENT OF SOYABEAN CROP | ONGOING | 30,000,000 |
| ERGP30151033 | RESEARCH INTO GENETIC AND VARIETAL IMPROVEMENT OF RICE CROP | ONGOING | 40,000,000 |

Source: 2021 Budget Estimates; Budget Office of the Federation

From the scenario, in Table 6, it is expected that there will be results for the improvement of the stated crops which will be disseminated to farmers through extension services. However, the repeated sums the agriculture agencies and research institutes get year after year has not improved our poor farming indicators including yield per hectare, level of mechanization or the fabrication of modern local farm equipment, reduced post-harvest losses or improved beneficiation of raw agriculture produce. These institutes seem to have developed capacity in some fields of agriculture. But the resources available to them is very limited. It may be imperative for the Ministry to designate the agencies to concentrate in not more than two ventures and develop them to full market and user stage. They should be made to liaise and consult with private sector operatives and public sector agencies in their area of research and find out their needs, especially the equipment, materials and services that are currently imported. Targets should be set for them so that Nigeria may not be engaged in perpetual research without evidence of research findings or their use. Allocation of public resources to these agencies after some years, would no longer be automatic but based on output/outcome which is seen to be serving a sectoral public or private need. It is time to rationalize and demand value for money from these research institutes.

2.4 THE GENDER SENSITIVITY OF THE VOTES

The National Gender Policy on Agriculture has 11 objectives and a monitoring and evaluation framework with outputs and indicators. Key objectives relevant to budgeting include capacity building to train women cooperatives on value chain development and financial literacy; provision of labour saving devices, training and linkage of women cooperatives to farm input companies, financial institutions, agro processing, packaging, standards, quality assurance for domestic and export markets. Others are to promote use of gender sensitive data collection and gender statistics for evidence-based planning, policy and programme design, implementation and evaluation; etc. Outputs and monitoring and evaluation indicators include women access to farming inputs and accessories; gender mainstreaming in extension delivery; engendering climate change action and establishment of gender sensitive data collection machinery.

Table 7 shows the specific provisions in the vote of the FMARD that targets women farmers.

Table 7: Budget Line Items Targeting Women Farmers in the 2021 FMARD Estimates

| Code | Project | Type | Amount (N) |
|---|---|---------|-------------|
| <i>FEDERAL MINISTRY OF AGRICULTURE AND RURAL DEVELOPMENT HQTRS</i> | | | |
| ERGP30105238 | AGRICULTURAL GENDER POLICIES | ONGOING | 29,496,823 |
| ERGP30105261 | FGN SUPPORT FOR WOMEN IN AGRIBUSINESS | ONGOING | 416,593,408 |
| <i>FEDERAL COLLEGE OF PRODUCE INSPECTION AND STORED PRODUCTS TECHNOLOGY, KANO</i> | | | |
| ERGP8153300 | TRAINING OF RURAL WOMEN AND FARMERS ON POST HARVEST HANDLING AND STORAGE METHODS | NEW | 15,000,000 |
| <i>AGRICULTURAL RESEARCH AND MANAGEMENT INSTITUTE (ARMTI) – ILORIN</i> | | | |
| ERGP30132346 | AGRICPRENUERSHIP DEVT WOMEN IN AGRIC | ONGOING | 10,000,000 |
| ERGP30155122 | CAPACITY DEVELOPMENT FOR YOUTH AND WOMEN IN AGRICULTURAL ONLINE MARKETING | ONGOING | 43,000,000 |
| ERGP30155131 | CAPACITY BUILDING IN GREEN HOUSE FARMING FOR WOMEN AND YOUTH | NEW | 10,000,000 |
| <i>NATIONAL CENTRE FOR AGRICULTURAL MECHANISATION- ILORIN</i> | | | |
| ERGP22160761 | STRATEGIC EMPOWERMENT FOR WOMEN AND YOUTHS IN AGRICULTURAL PRODUCTION IN SELECTED COMMUNITIES IN KAURA FEDERAL CONSTITUENCY OF KADUNA STATE | NEW | 200,000,000 |
| ERGP30159704 | CONSTRUCTION AND EQUIPPING OF RICE PROCESSING SHEDS AND TRAINING OF YOUTHS AND WOMEN IN RICE PROCESSING IN ATAKO VILLAGE, KUJE AREA COUNCIL F.C.T | ONGOING | 15,000,000 |
| ERGP8100759 | TRAINING AND EMPOWERMENT OF WOMEN IN OPERATION, MAINTENANCE AND MANAGEMENT OF AGRO-PROCESSING MACHINES AND EQUIPMENT | ONGOING | 45,000,000 |
| ERGP8138083 | INTEGRATED ENTREPRENEURSHIP TRAINING FOR YOUTHS AND WOMEN IN AGRICULTURE | ONGOING | 40,000,000 |
| ERGP8156556 | TRAINING OF WOMEN AND YOUTHS ON PRESERVATION OF AGRICULTURAL PRODUCTS FOR PACKAGING, STORAGE AND MARKETING | NEW | 16,000,000 |
| <i>NATIONAL CEREALS RESEARCH INSTITUTE- BADEGGI</i> | | | |
| ERGP30150960 | TRAINING AND EMPOWERMENT OF UNEMPLOYED YOUTHS AND RURAL WOMEN ON IMPROVED AGRONOMIC PRACTICES FOR PRODUCTION OF SOYABEANS AND BENISEED IN NIGERIA | NEW | 30,000,000 |
| <i>RUBBER RESEARCH INSTITUTE- BENIN</i> | | | |

| | | | |
|--|--|---------|-------------|
| ERGP30151064 | CAPACITY BUILDING FOR SMALLHOLDER'S FARMERS, YOUTH AND WOMEN ON GOOD AGRICULTURAL PRACTICES (GAP) FOR RUBBER AND GUM ARABIC | ONGOING | 6,000,000 |
| ERGP30161099 | GUM ARABIC NURSERY ESTABLISHMENT AND DEVELOPMENT/GUM COLLECTION AND VALUE ADDITION FOR WOMEN, YOUTHS AND FARMERS IN NORTH EAST AND NORTH WEST GEOPOLITICAL ZONES | NEW | 204,081,633 |
| <i>NATIONAL INSTITUTE OF FRESHWATER FISH- NEW BUSSA</i> | | | |
| ERGP30154637 | CAPACITY BUILDING AND EMPOWERMENT TRAINING OF YOUTHS AND WOMEN IN KANO, KWARA, LAGOS, DELTA, BAUCHI AND IMO STATES OF THE FEDERATION | NEW | 60,180,200 |
| <i>FEDERAL COLLEGE OF AGRICULTURE, MOORE PLANTATION- IBADAN</i> | | | |
| ERGP30153375 | VOCATIONAL TRAINING OF UNEMPLOYED YOUTHS, WOMEN AND RETIREES IN ARABLE CROP PRODUCTION AND LIVESTOCK REARING | NEW | 20,000,000 |
| <i>FEDERAL COLLEGE OF AGRICULTURE – ISHIAGU</i> | | | |
| ERGP18135166 | COMPLETION AND FURNISHING OF WOMEN COOPERATIVE OUTREACH CENTRE IN AMANTA, AMAGU ISHIAGU | ONGOING | 30,000,000 |
| ERGP8138109 | ENTREPRENEURSHIP/VOCATIONAL TRAINING FOR 500 UNEMPLOYED YOUTHS, FARMERS AND WOMEN ON FISH, CASSAVA, RICE, AND HONEY PRODUCTION | ONGOING | 30,000,000 |
| <i>COLLEGE OF VETERINARY AND MEDICAL LABORATORY TECHNOLOGY – VOM</i> | | | |
| ERGP30121815 | TRAINING AND EMPOWERMENT OF UNEMPLOYED GRADUATES AND WOMEN IN POULTRY PRODUCTION | ONGOING | 2,000,000 |
| <i>FEDERAL COLLEGE OF FRESH WATER FISHERIES – BAGA</i> | | | |
| ERGP30151501 | TRAINING OF UNEMPLOYED YOUTHS AND WOMEN ON AQUACULTURE | NEW | 42,000,000 |
| ERGP30151505 | TRAINING OF UNEMPLOYED YOUTHS AND WOMEN ON FISH VALUE CHAIN | NEW | 35,000,000 |
| <i>FEDERAL COLLEGE OF FISHERIES AND MARINE TECHNOLOGY – LAGOS</i> | | | |
| ERGP18160911 | PROVISION OF FINANCIAL GRANT TO FARMERS AND MARKET WOMEN IN SELECTED COMMUNITIES IN NORTH EAST GEO POLITICAL ZONE | ONGOING | 100,000,000 |
| <i>FEDERAL CO-OPERATIVE COLLEGE- IBADAN</i> | | | |
| ERGP30138549 | TRAINING OF COOPERATORS AND EMPOWERMENT OF WOMEN, YOUTHS AND FARMERS IN OGUN STATE | ONGOING | 15,000,000 |
| ERGP30155508 | EMPOWERMENT TRAINING OF WOMEN, YOUTHS AND FARMERS IN ONDO STATE. | NEW | 15,000,000 |
| <i>FEDERAL CO-OPERATIVE COLLEGE- OJI RIVER</i> | | | |

| | | | |
|---|---|---------|----------------------|
| ERGP22160882 | TRAINING OF WOMEN FOR FARMING IN EBU | NEW | 18,000,000 |
| <i>FEDERAL COLLEGE OF LAND RESOURCES TECHNOLOGY, KURU – JOS</i> | | | |
| ERGP5122531 | CAPACITY BUILDING AND SOIL MANAGEMENT YOUTHS AND WOMEN IN THE SOUTH WEST | ONGOING | 9,000,000 |
| <i>FEDERAL COLLEGE OF HORTICULTURE, DADIN-KOWA, GOMBE</i> | | | |
| ERGP30107914 | TRAINING OF YOUTHS AND WOMEN ON POST HARVEST LOSSES AND MANAGEMENT | ONGOING | 49,114,215 |
| ERGP30110351 | TRAINING OF YOUTHS AND WOMEN ON HORTICULTURAL BEST PRACTICES | ONGOING | 48,615,450 |
| <i>NATIONAL AGRICULTURAL INSURANCE CORPORATION (NAIC)</i> | | | |
| ERGP22161197 | AGRICULTURAL PRODUCE TRADING SUPPORT TO MARKET MEN AND WOMEN | NEW | 90,000,000 |
| <i>NIGERIAN INSTITUTE OF ANIMAL SCIENCE</i> | | | |
| ERGP30154320 | EMPOWERMENT OF VULNERABLE GROUP (YOUTH AND WOMEN) IN SELECTED LIVESTOCK PRODUCTION VALUE CHAIN IN PASTORALIST COMMUNITIES IN THE NORTH EAST, NORTH WEST AND NORTH CENTRAL ZONES LIVELIHOOD IMPROVEMENT, FOOD NUTRITION AND SECURITY | NEW | 55,000,000 |
| ERGP8160846 | ENTREPRENEURIAL TRAINING OF YOUTH AND WOMEN IN ANIMAL HUSBANDRY IN SELECTED LGAs IN NORTH EAST | NEW | 80,000,000 |
| ERGP8160857 | ENTREPRENEURIAL TRAINING AND EMPOWERMENT OF WOMEN IN MILK PRODUCTION VALUE CHAIN IN THE NORTH EAST | ONGOING | 100,000,000 |
| ERGP8160858 | ENTREPRENEURIAL TRAINING AND EMPOWERMENT OF WOMEN IN MILK PRODUCTION VALUE CHAIN IN THE NORTH WEST | ONGOING | 100,000,000 |
| ERGP8160878 | LIVESTOCK AND POULTRY ENTERPRENEURSHIP DEVELOPMENT FOR YOUTH AND WOMEN IN NORTH WEST FOR LIVELIHOOD SUSTAINABILITY | ONGOING | 50,000,000 |
| <i>NIGERIA STORED PRODUCTS RESEARCH, ILORIN</i> | | | |
| ERGP30154803 | PROVISION OF IMPROVED STORAGE FACILITIES AND TOOLS FOR VULNERABLE WOMEN AND YOUTHS IN RURAL COMMUNITIES IN SOME SELECTED STATE IN NIGERIA | NEW | 210,000,000 |
| <i>NIGERIA INSTITUTE OF OCEANOGRAPHY AND MARINE RESEARCH</i> | | | |
| ERGP30120798 | VOCATIONAL TRAINING OF YOUTH ARTISANS AND WOMEN IN FISH AND AQUACULTURE VALUE CHAIN AND PURCHASE OF VEHICLES FOR TRAINING | NEW | 172,396,501 |
| Total | | | 2,411,478,230 |

The total sum targeting women farmers is N2.411billion, which is just 2.18% of the overall capital vote of the Ministry. This is paltry and needs to be increased considering that women constitute half of the population and have numerical superiority in agricultural production, processing, forestry, aquaculture and animal husbandry. In recognition of the socially and culturally constructed roles for women and men which limits women's access to resource support, budgets must specifically target women and consider affirmative action votes in deserving cases to move women towards equality and equity. The votes in the estimates appear to be an afterthought, not the product of conscious targeted gender responsive estimates which recognize the fundamental obligation to mainstream the concerns of all members of the Nigerian family - women and men into the budgeting process.

From Table 7, provisions of the Ministry are not gender sensitive. The votes appear to be gender neutral which is the easiest way of being gender blind and not responsive to the needs of the deprived gender. The provision for agriculture gender policies in the sum of N29.4m is unclear.²⁵ What exactly is the deliverable of the investment? There is also FGN support for women in agribusiness in the sum of N416.5m.²⁶ But the nature, type and details of the support is not stated. There is also support for youths in agribusiness in the sum of N549.9m²⁷ without any further elaboration on the nature of the support or the expected deliverables after the expenditure of public resources. The provisions are silent on the provision of labour saving devises/gender friendly agricultural implements; strategic access to farm inputs; gender mainstreaming in extension delivery; engendering climate change action, establishment of gender sensitive data collection machinery, etc.

Most of the provisions have no specific location to facilitate budget monitoring. For instance, "provision of improved storage facilities and tools for vulnerable women and youths in rural communities in some selected states in Nigeria" is too vague for women to follow - unidentified rural communities in unidentified states.²⁸ The few that have locations seem to be constituency projects of federal legislators. This shows that they are not products of a broad policy framework but the interventions of specific legislators.

²⁵ ERGP30105238

²⁶ ERGP30105261

²⁷ ERGP30105267

²⁸ ERGP30154803

Part Three

AGRICULTURE VOTES IN OTHER MDAs

3.1 NATIONAL AGRICULTURAL LANDS DEVELOPMENT AUTHORITY (NALDA)

NALDA operates from the Presidency, outside of the Ministry of Agriculture with a N10.1bn vote. NALDA describes itself as follows:²⁹

“At the National Agricultural Land Development Authority, under the Presidency, we are saddled with the mandate of harnessing the full potentials of the vast arable lands in Nigeria, empowering small Holder and large-Scale Farmers and mechanize, support the drive for Food and Fiber security while assisting in diversifying the nation's economy, improving household incomes and enhancing revenue mobilization and generation nationwide”.

From its mandate, operations and budget, NALDA is not doing anything different from the Ministry. To streamline operations, reduce the cost of governance and for effective coordination of agriculture, NALDA should be made to operate as a parastatal of the FMARD or its activities subsumed under existing FMARD structures.

NALDA's estimate is made up of N1.093bn recurrent and N9.082bn capital votes. All their projects except the administrative ones dealing with headquarters or state offices are without location and are prefixed with “in the six geopolitical zones”. This is extremely difficult to monitor; it is opaque and lays the foundation for mismanagement of resources. It made provisions for extension service delivery to farmers nationwide at N50m. It is not clear how this is linked to the extension services of the FMARD. Again, it made provisions for establishment of ranches in selected states in the sum of N100m;³⁰ how this is linked with the grazing reserves project of the Ministry is not clear. The qualifying words in this provision for ranches is “in selected states” - but the states are not identified in the budget estimate. There is a N120m provision for purchase of utility vehicles which in the present circumstances should not have been a priority for NALDA.³¹ NALDA, like the Ministry is also involved in construction of roads and infrastructure.³² This does not seem to be its area of core competence. There is provision for “professional and technical enhancement for professional locally and Internationally” in the sum of N30m.³³ This seems to be a meaningless jargon that denotes nothing. The estimates appear gender neutral/gender

²⁹ <https://www.nalda.ng/>

³⁰ ERGP1157454

³¹ ERGP1157969

³² ERGP1157439 CONSTRUCTION OF ON-FARM ROADS OF 330KM ON NALDA FARMS IN THE SIX GEOPOLITICAL ZONES FOR NYFS in the sum of N99,000,000; ERGP1157440 CONSTRUCTION OF ACCESS ROAD (SURFACE DRESSING) OF 18 KM TO THE NALDA FARMS IN THE SIX GEOPOLITICAL ZONES FOR NYFS in the sum of N500,000,000; ERGP1155623 CONSTRUCTION AND INSTALLATION OF 180 COMPLETE BOREHOLES, OVERHEAD TANKS AND GENERATORS IN THE SIX GEOPOLITICAL ZONES N456,813,000.

³³ ERGP1157450

blind or insensitive because the only recognition of the female gender is in “professional and technical enhancement for 180 female fish farmers and 18 processors in the six geopolitical zones” for the paltry sum of N10m.³⁴ This is grossly inadequate and the criteria for the selection of beneficiaries is unknown.

It appears that NALDA should be a candidate for fairly large internally generated revenue and operating surplus. A good number of its estimates are capable of yielding revenue. These are shown in Table 8.

Table 8: Revenue Generating Possibilities of NALDA

| Code | Project Name | Amount (N) |
|-------------|--|---------------|
| ERGP1155629 | PROVISION OF FEEDS AND MEDICATION FOR 180 FARMERS IN THE SIX GEOPOLITICAL ZONES | 208,800,000 |
| ERGP1157438 | PROVISION OF TRACTOR OPERATION SERVICES FOR SEED BED PREPARATION/SECONDARY TILLAGE OF 3,000 HA IN SELECTED STATES IN THE SIX GEOPOLITICAL ZONES FOR NYFS | 336,276,854 |
| ERGP1157441 | PROVISION FOR EQUIPMENTS, TOOLS, FARMER KITS FOR THE NALDA FARMERS IN THE SIX GEOPOLITICAL ZONES FOR NYFS | 100,000,000 |
| ERGP1157445 | PROVISION OF FARM INPUTS (SEEDS/CUTTINGS, PLANTING MATERIALS, AGROCHEMICALS, FERTILIZER, GROWTH ENHANCER, AFLASAFE FOR 3,000 HA IN SELECTED STATES IN THE SIX GEOPOLITICAL ZONES) FOR NYFS | 700,190,285 |
| ERGP1157449 | PURCHASE OF LAND PREPARATION EQUIPMENTS (TRACTORS, TILLER AND IMPLEMENTS) UNDER PPP ARRANGEMENT, 82 TRACTORS FOR THE SIX GEOPOLITICAL ZONES | 1,788,562,000 |
| ERGP1157454 | ESTABLISHMENT OF RANCHES IN SELECTED STATES | 100,000,000 |
| ERGP1157482 | ESTABLISHMENT OF BANANA/RICE PLANTATIONS IN PARTNERSHIP WITH SOME STATE GOVERNMENTS | 523,100,000 |
| ERGP1157522 | LAND DEVELOPMENT-BUSH CLEARING AND SOIL TESTING SERVICES (3000 HA FOR THE 6 GEOPOLITICAL ZONES) FOR NYFS | 1,535,000,000 |
| ERGP1158826 | STORAGE, PACKAGING, DISTRIBUTION AND MARKETING OF THE FINISHED FISH PRODUCE IN THE SIX GEOPOLITICAL ZONES | 66,700,000 |

Source: 2021 Budget Estimates, Budget Office of the Federation

Tractor services cannot be provided free of charge if it is to be sustainable. Land preparation equipment under a Public Private Partnership (PPP) must yield revenue while ranches should be run commercially and profitably. Banana/rice plantation yields crops which have commercial value while farm tools and kits bought with enormous resources are not to be distributed free of charge. In a worst-case scenario, the cost of purchase should be recovered. The need for cost recovery is further anchored on the premise that

³⁴ ERGP1155635

resources are scarce and they belong to all Nigerians especially the tax payers. Voting resources that will benefit a very few, may be, not up to 1% of the population and providing free services to them at a time when about 99% of the population need the same resources and cannot access them is inequitable. Even the process of selecting the beneficiaries of these free services is shrouded in secrecy. These arguments apply to similar services in the FMARD.

3.2 BUDGET LINE ITEMS TARGETING WOMEN FARMERS IN THE 2021 BUDGET ESTIMATES IN OTHER MDAS

Table 9 shows the budget line items targeting women farmers in the 2021 budget estimates in other MDAs.

Table 9: Budget Line Items Targeting Women Farmers in Other MDAs in the 2021 Estimates

| Code | Project | Type | Amount (N) |
|--|---|---------|-------------|
| <i>FEDERAL MINISTRY OF WOMEN AFFAIRS – HQTRS</i> | | | |
| ERGP30156887 | PROVISION OF EMPOWERMENT MATERIALS/EQUIPMENT FOR WOMEN AND CHILDREN IN THE THREE GEOPOLITICAL ZONES, NORTH-EAST, NORTHWEST, AND NORTHCENTRAL/ SUPPORT FOR WOMEN AGRICBUSINESS | ONGOING | 127,105,720 |
| <i>NATIONAL CENTRE FOR WOMEN DEVELOPMENT</i> | | | |
| ERGP22151189 | EMPOWERMENT OF WOMEN AND YOUTH IN MODERN AGRICULTURAL TECHNOLOGY AND PROCESS IN SIX GEO-POLITICAL ZONE | NEW | 40,000,000 |
| ERGP8143217 | EMPOWERMENT PROGRAMME AND PROVISION OF KITS TO 200 FEMALES IN AGRICULTURAL EXTENSION SERVICES | ONGOING | 70,000,000 |
| ERGP29151168 | ICT INFRASTRUCTURE AND EMPOWERMENT FOR WOMEN FARMERS, YOUNG LADIES AND CHILDREN IN SIX GEO-POLITICAL ZONE | NEW | 70,000,000 |
| <i>FEDERAL MINISTRY OF WATER RESOURCES – HQTRS</i> | | | |
| ERGP28111008 | PROMOTION OF GENDER/WOMEN PARTICIPATION IN IRRIGATED AGRICULTURE FOR FOOD SECURITY | ONGOING | 100,000,000 |
| <i>FEDERAL MINISTRY OF LABOUR AND EMPLOYMENT – HQTRS</i> | | | |
| ERGP22157213 | SUPPLY OF PROCESSING EQUIPMENT FOR VULNERABLE WOMEN MULTI-PURPOSE COOPERATIVES IN THE SIX (6) GEOPOLITICAL ZONE | NEW | 12,922,615 |
| <i>NATIONAL PRODUCTIVITY CENTRE</i> | | | |
| ERGP22160925 | EMPOWERMENT OF YOUTHS AND WOMEN IN CASSAVA PROCESSING IN KOGI EAST | NEW | 194,088,055 |

| <i>FEDERAL MINISTRY OF SCIENCE AND TECHNOLOGY – HQTRS</i> | | | |
|---|---|---------|---------------|
| ERGP30155993 | DEPLOYMENT OF LABOUR-SAVING TECHNOLOGIES TO REDUCE WORKLOAD IN WOMEN | NEW | 7,562,078 |
| <i>BIORESOURCE DEVELOPMENT CENTRE JALINGO, TARABA STATE</i> | | | |
| ERGP30155453 | DEVELOPMENT OF DIARY VALUE CHAIN AND JOB CREATION FOR THE EMPOWERMENT OF WOMEN, YOUTHS AND PENSIONERS IN TARABA STATEWOMEN, YOUTHS AND PENSIONERS IN TARABA STATE | NEW | 15,000,000 |
| <i>TECHNOLOGY BUSINESS INCUBATOR CENTRE – UYO</i> | | | |
| 23050128 | SPECIAL INITIATIVE FOR WOMEN PARTICIPATION IN AGRICULTURE, WATER, SPORT, COMMUNICATION TECHNOLOGY | | 2,000,000 |
| <i>TRADE, INDUSTRY AND INVESTMENT</i> | | | |
| <i>SMEDAN - H/QTRS</i> | | | |
| ERGP30161007 | CAPACITY BUILDING AND EMPOWERMENT OF YOUTHS AND WOMEN ON AGRICULTURE IN KOGI EAST | NEW | 300,000,000 |
| <i>PRESIDENCY</i> | | | |
| <i>NATIONAL AGRICULTURAL LAND DEVELOPMENT AUTHORITY (NALDA)</i> | | | |
| ERGP1155635 | PROFESSIONAL AND TECHNICAL ENHANCEMENT FOR 180 FEMALE FISH FARMERS AND 18 PROCESSORS IN THE SIX GEO-POLITICAL ZONES | NEW | 10,048,500 |
| <i>SECRETARY TO THE GOVERNMENT OF THE FEDERATION</i> | | | |
| <i>BORDER COMMUNITIES DEVELOPMENT AGENCY (BCDA) HQTRS</i> | | | |
| ERGP30160835 | STRATEGIC TRAINING AND EMPOWERMENT OF YOUTH AND WOMEN ON MODERN FARMING TECHNOLOGY IN BOUNDARY COMMUNITIES OF NORTH EAST | NEW | 70,000,000 |
| ERGP22151375 | PROCUREMENT AND DISTRIBUTION OF HAND TRACTOR AND AGRO CHEMICAL AS AGRICULTURE PALLIATIVE MEASURES AT KWAJAJFFA, BORNO STATE | NEW | 40,000,000 |
| <i>FEDERAL MINISTRY OF NIGER DELTA HQTRS</i> | | | |
| ERGP8130001 | YOUTH & WOMEN TRAINING & EMPOWERMENT IN AGRICULTURAL ENTERPRISES FOR 450 PARTICIPANTS IN THE NIGER DELTA REGION | ONGOING | 55,000,000 |
| Total | | | 1,113,726,968 |

Source: 2021 Budget Estimates - Budget Office of the Federation

Adding the two figures of the total in FMARD (Table 7) and other MDAs (Table 9) gives a total of N3,525,205,198.

Zonal intervention projects cost the federal treasury N100bn every year. This is an opportunity for federal legislators to nominate projects that will touch the lives of their constituents. Investments in SSWF is one of such priority areas that members of NASS should consider because of its far-reaching contributions to food security, improved livelihoods employment creation and gender equality.

Part Four

FRIVOLOUS, INAPPROPRIATE, UNCLEAR AND WASTEFUL, EXPENDITURE IN THE AGRICULTURE VOTES

Nigeria's N13.08tn 2021 budget proposal comes with a deficit of N5.196tn. In the light of the fiscal challenges facing Nigeria, the dearth of infrastructure and Nigeria's reputation as the poverty capital of the world, coupled with extremely poor health and education indicators, it is imperative that available resources are channeled to areas of the greatest need for the benefit of majority of citizens. However, some of the expenditure items in the agriculture budget are frivolous, inappropriate, wasteful and some come with doubtful legality. Frivolous estimates have no serious purpose or value; inappropriate expenditures are not suitable or proper in our circumstances; wasteful to the extent that scarce resources are being deployed carelessly and extravagantly while many citizens cannot afford the basic needs. These expenditure heads are tabulated in Table 10 with recommendations on how to re-programme the money.

Table 10: Frivolous, Inappropriate, Unclear, Wasteful, etc. Expenditure in the Agriculture Votes

| Code | Project | Amount | Recommendation |
|---|--|-------------|---|
| <i>FEDERAL COLLEGE OF PRODUCE INSPECTION AND STORED PRODUCTS TECHNOLOGY, KANO</i> | | | |
| ERGP30121632 | CAPACITY BUILDING ON FRUITS AND VEGETABLES PROCESSING | 35,000,000 | Capacity building for unidentified beneficiaries makes no sense. There are several capacity building provisions in the estimates and this nebulous unclear provision goes to no issue. Save this sum. |
| ERGP30153302 | HUMAN CAPACITY DEVELOPMENT ON POST HARVEST STORAGE TECHNOLOGIES | 20,000,000 | Capacity building for unidentified beneficiaries makes no sense. There are several capacity building provisions in the estimates and this nebulous unclear provision goes to issue. Save this sum. |
| <i>AGRICULTURAL RESEARCH AND MANAGEMENT INSTITUTE (ARMTI) – ILORIN</i> | | | |
| ERGP30132357 | COLLABORATIVE AGRICULTURAL FINANCING: A CONSORTIUM FOR STAKE HOLDERS | 15,000,000 | This is a jargon that goes to no issue. Save this sum |
| <i>NATIONAL CENTRE FOR AGRICULTURAL MECHANISATION – ILORIN</i> | | | |
| ERGP12145169 | CONSTRUCTION OF FEEDER ROADS IN LAGOS STATE | 227,265,306 | What is the mandate of the National Centre for Agricultural Mechanisation? |
| ERGP12160820 | PAYMENT FOR THE COMPLETION OF MARTINS ROAD, LAGOS | 40,816,326 | The vision statement reads: "To be a Centre of Excellence in accelerating |

| | | | |
|--|---|-------------|--|
| ERGP12160832 | COMPLETION OF DILAPIDATED CLASSROOM BLOCKS IN STADIUM HIGH SCHOOL | 65,306,122 | <i>mechanization in the agricultural sector of the economy in order to increase the quality and quantity of agricultural products in Nigeria and Africa</i> ". The mission statement reads: "To skillfully engage in innovative and adaptive research leading to design and development of efficient agricultural machineries and technologies using locally sourced materials in order to reduce drudgery and improve the quality of agricultural production and ensure food security for the nation" ³⁵ . These projects in the proposals are ultra vires the mandate of Centre. They are of doubtful legal validity. They should be saved and re-programmed. |
| ERGP23145079 | COMPLETION OF INFRASTRUCTURAL UPGRADE OF PRIMARY SCHOOLS IN SELECTED AREAS IN LAGOS | 155,102,041 | |
| ERGP5161087 | SUPPLY OF AGRO-CHEMICAL AND AGRICULTURAL INPUTS | 81,632,653 | The class of beneficiaries is not defined and in the same estimates, there is a vote for SUPPLY OF AGRO-CHEMICALS AND FARM INPUTS IN SELECTED LOCATIONS IN THE SOUTH WEST (ERGP5161079) in the sum of 204,081,633. This clearly shows that this vote is hanging. Save this sum. |
| ERGP30149077 | MANPOWER/HUMAN CAPITAL DEVELOPMENT | 30,600,000 | This is hanging as the type of human capital development is not specified and the class of beneficiaries is not defined. Save this sum. |
| <i>NATIONAL CEREALS RESEARCH INSTITUTE- BADEGGI</i> | | | |
| ERGP30151004 | CAPACITY DEVELOPMENT | 23,000,000 | This is hanging as the type of human capital development is not specified and the class of beneficiaries is not defined. Save this sum. |
| <i>MICHAEL OKPARA UNIVERSITY OF AGRICULTURE, UMUDIKE</i> | | | |
| ERGP23138488 | PROCUREMENT OF 3 NOS OF VEHICLE FOR PRINCIPAL OFFICERS | 165,000,000 | This is inappropriate and wasteful because the principal officers want cars valued at N55m each likely an imported SUV. New cars cannot be a priority in these lean times. If the officers must drive new cars, not more than N10m per car will get them a new locally made Nigerian car. The 2021 Budget Call Circular (under Admissible Capital Projects - 4.5.3) states that except where absolutely |

³⁵ <https://ncamng.org/>- website of the National Centre for Agricultural Mechanisation, Ilorin.
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| | | | |
|---|---|-------------|--|
| | | | necessary to the functioning of the MDA, proposals for vehicles will not be accommodated in the 2021 budget. Save and re-programme this sum. |
| ERGP23138494 | PROCUREMENT OF 1 NOS PROJECT HILUX JEEP | 40,000,000 | Same arguments as above. This is inappropriate and wasteful to buy one Hilux Jeep at N40m. Save and re-programme this sum. |
| <i>NATIONAL AGRICULTURAL LAND DEVELOPMENT AUTHORITY (NALDA)</i> | | | |
| ERGP1157969 | PURCHASE OF UTILITY VEHICLES FOR THE HEADQUARTERS | 120,000,000 | Same position as stated in the long line of proposals for the purchase of motor vehicles. Save and re-programme this sum. |
| <i>FEDERAL UNIVERSITY OF AGRICULTURE ZURU, KEBBI STATE</i> | | | |
| ERGP22152222 | PURCHASE OF PROJECT VEHICLES | 100,000,000 | Same position as above. Out of a capital vote of N600m, the University is programming this much. Save and re-programme this sum. |
| <i>INSTITUTE OF AGRICULTURAL RESEARCH AND TRAINING- IBADAN</i> | | | |
| 23010105 | PURCHASE OF MOTOR VEHICLES | 150,720,545 | Same position as above. Save and re-programme this sum. |
| <i>FEDERAL COLLEGE OF FRESH WATER FISHERIES TECHNOLOGY - NEW BUSSA</i> | | | |
| ERGP30156974 | PROCUREMENT OF UTILITY VEHICLES | 35,000,000 | Same position as above. Save and re-programme this sum. |
| <i>FEDERAL COLLEGE OF ANIMAL HEALTH AND PRODUCTION TECHNOLOGY - VOM</i> | | | |
| ERGP23153108 | PURCHASE OF 1NOS TOYOTA HILUX FOR BOARD CHAIRMAN AND 1NOS JEEP FOR THE COLLEGE PROVOST/CEO OFFICIAL ENGAGEMENT | 60,550,000 | Save and re-programme this sum. Same arguments as this is vanity upon vanity. |
| <i>FEDERAL COLLEGE OF FRESH WATER FISHERIES – BAGA</i> | | | |
| ERGP5151489 | PROCUREMENT OF PROJECT VEHICLE | 48,600,700 | Save and re-programme this sum as the same above arguments apply. |
| <i>FEDERAL CO-OPERATIVE COLLEGE- IBADAN</i> | | | |
| ERGP30155684 | PROCUREMENT OF VEHICLES | 67,467,238 | Save and re-programme this sum as the same above arguments apply. |
| ERGP30160738 | PROCUREMENT AND SUPPLY OF VEHICLE (HILUX BRAND) FOR SECURITY AND COMMUNITY POLICING IN DOGUWA/TUDUN WADA FEDERAL CONSTITUENCY, KANO STATE | 150,000,000 | Save and re-programme this sum. At what point is a cooperative college entitled to procure vehicles for community policing? No relevance to the mandate of the agency. |
| <i>NIGERIA STORED PRODUCTS RESEARCH, ILORIN</i> | | | |
| ERGP30154787 | A SURVEY TO ASSESS THE IMPACT OF COVID-19 ON FOOD LOSSES IN THE | 260,000,000 | This study is wasteful and irrelevant to the realities of the moment. Even if a |

| | | | |
|---|--|---------------|---|
| | POST HARVEST AGRICULTURAL VALUE CHAIN IN NIGERIA | | study is needed, it would not cost so much. Save this sum. |
| <i>FEDERAL MINISTRY OF AGRICULTURE AND RURAL DEVELOPMENT HEADQUARTERS</i> | | | |
| ERGP30159633 | COMPLETION OF FARMERS MARKET | 100,000,000 | The project name uses the word 'completion', meanwhile the project is described as a new project. Save this sum. |
| ERGP30155712 | INFRASTRUCTURE AND PROJECTS SUPPORT SERVICES | 3,411,305,413 | The fact that specific projects have been detailed and provided for should exclude an omnibus vote for non-specified infrastructure, save this sum. This is a strong foundation for mismanaging public funds. Approval of public expenditure must be for clearly specified and publicly known projects. |
| ERGP1161140 | CONSTRUCTION OF RURAL ROADS IN SELECTED STATES | 1,000,000,000 | The fact that specific projects have been detailed and provided for should exclude an omnibus vote for non-specified infrastructure, save this sum. This is a strong foundation for mismanaging public funds. Approval of public expenditure must be for clearly specified and publicly known projects. |
| ERGP30126578 | HUMAN CAPITAL DEVELOPMENT ON AGRICULTURE | 132,505,975 | This expenditure head has no deliverables. It is a loose jargon that is not tied to anything. This is coming after specific capacity building votes. Save this sum. |
| ERGP30155703 | ENGINEERING & MECHANIZATION | 988,336,424 | This is also hanging as the phrase engineering and mechanization denotes nothing. The meaning is only known to the crafters of the estimates and unfortunately, public funds cannot be voted for the secret fancy of any public official no matter how highly placed. Save this sum. |
| ERGP5105275 | POLICY COORDINATION, PROJECTS/PROGRAMMES MONITORING AND EVALUATION | 1,165,162,563 | Policy coordination, M&E cannot gulp over a billion. Save N1bn and use the N165,162,563 for the purpose. |
| ERGP30155709 | ACCESS TO AGRICULTURAL INPUT | 54,227,960 | This is coming after specific votes have been made for specified agriculture inputs. Save this sum. |
| Total sum saved | | | 7,587,497,225 |

The projects in Box 4 seem to duplicate each other. The provisions look like a play on the word “zones” but it is just about one market.

Box 4: Provisions that Duplicate Each Other

FEDERAL COLLEGE OF FRESH WATER FISHERIES TECHNOLOGY - NEW BUSSA

1. ERGP3160968 CONSTRUCTION OF ULTRA - MODERN AQUATIC MARKET WITH SOLAR STREET LIGHTS AND LANDSCAPING IN ETSU MUSA MARKET, ESUA FURA, BIDA (ZONE 2)
NEW 200,000,000
2. ERGP3160973 CONSTRUCTION OF ULTRA - MODERN AQUATIC MARKET WITH SOLAR STREET LIGHTS AND LANDSCAPING IN ETSU MUSA MARKET, TAKO WASA, BIDA (ZONE 1)
NEW 200,000,000
3. ERGP3160977 CONSTRUCTION OF ULTRA - MODERN AQUATIC MARKET WITH SOLAR STREET LIGHTS AND LANDSCAPING IN ETSU MUSA MARKET, TAKO WASA, BIDA (ZONE 2)
NEW 200,000,000

NIGERIA INSTITUTE OF OCEANOGRAPHY AND MARINE RESEARCH

1. ERGP3160958 CONSTRUCTION OF ULTRA MODERN AQUATIC MARKET WITH SOLAR STREET LIGHTS AND LANDSCAPING IN ETSU MUSA MARKET, CINEMA ROAD, BIDA (ZONE 1)
NEW 200,000,000
2. ERGP3160960 CONSTRUCTION OF ULTRA MODERN AQUATIC MARKET WITH SOLAR STREET LIGHTS AND LANDSCAPING IN ETSU MUSA MARKET, CINEMA ROAD, BIDA (ZONE 2)
NEW 200,000,000
3. ERGP3160962 CONSTRUCTION OF ULTRA MODERN AQUATIC MARKET WITH SOLAR STREET LIGHTS AND LANDSCAPING IN ETSU MUSA MARKET, ESUA FURA, BIDA (ZONE 1)
NEW 200,000,000

From Box 4, the second set of provisions amounting to N600m under the Nigeria Institute of Oceanography and Marine Research should be saved. When this is added to the sum from Table 10, it comes up to N8,187,497,225.

Part Five

CONCLUSIONS AND RECOMMENDATIONS

5.1 CONCLUSIONS

Agriculture is a key growth driver for the Nigerian economy and it contributed 23.92% of the GDP in the second quarter 2020 GDP Report. It is important for food security, job creation, provision of raw materials for industries and improved rural and urban livelihoods. Increased agriculture output will facilitate the conservation of foreign exchange as Nigeria's food imports will decrease and thereby put less pressure on the value of the Naira.

The share of informal sector agriculture GDP is 91.8% as against 8.2% from the formal sector. This may account for its low contribution to public revenue, especially taxes. Nigeria has over 84m hectares of arable land, out of which only 40% is cultivated. Thus, there is room to deploy more human, fiscal, information, technology and ecological resources to cultivate the 60% uncultivated land. There is also room to take steps to formalize the 91.8% informal sector agriculture to position it for governmental agriculture service delivery – including seeds, fertilisers, equipment, extension services, access to credit, etc. This will also improve its contribution to taxation, job creation and overall economic growth.

Women constitute 49% of Nigeria's population and they 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". Thus, majority of farmers in Nigeria are women and they are SSWF. Considering that the socially and culturally constructed roles for women and men, boys and girls in agriculture provides unequal opportunities, life chances and value accretion and leads to gender inequity - unfair and unjust distribution of benefits and responsibilities between men and women - tilted against women, it is imperative that budgets are crafted with this recognition and not as gender blind/neutral documentation which fails to recognize existing differences and challenges. Budgets should consider affirmative action in recognition of the above.

The foregoing position is supported by a plethora of national and international standards vis, Sustainable Development Goals (SDGs) 1 and 2, 5, 9, and 13; Article 11 of the ICESCR, article 25 of the UDHR; CEDAW; the Beijing Declaration and Platform for Action; the Protocol to the African Charter on the Rights of Women in Africa. Others are the African Union Gender Policy and the African Union Solemn Declaration on Gender Equality in Africa; the Maputo Declaration reaffirmed in the Malabo Declaration where African Heads of States and Governments committed to a minimum of 10% yearly budget

investment in agriculture; the Constitution of the Federal Republic of Nigeria 1999; the Green Alternative, Nigeria's Gender Policy and the National Gender Policy in Agriculture.

The mandate of the FMARD is broad and deep enough to take cognizance of gender inclusivity in its budgeting process. Its mandate of ensuring food security in crop, livestock and fisheries, stimulate agricultural employment and services, promote the production and supply of raw materials to agro industries, provide markets for the products of the industrial sector, generate foreign exchange and aid rural socio-economic development cannot be achieved without providing equal opportunities to Nigerian women, especially the SSWF. By excluding women, the Ministry is currently working with half of its extant capacity.

The proposal for the FMARD at N179.4bn, being 1.37% of the overall budget proposal, is grossly inadequate. This is far below the Maputo and Malabo commitments of FGN. Considering the number of agencies under the Ministry and their mandates, sequestering 37.6% of the overall vote and 54.2% of the capital vote of the Ministry at the headquarters may result in suboptimal performance for the sector. Furthermore, in accordance with the policy, plan budget continuum, applicable national and international standards on agriculture do not seem to resonate in the proposals. There is need to use existing standards as benchmarks for finetuning the budget.

The estimates are filled with big sums of money without specifics and enough details and if no clarity is provided, Nigerians would be in the dark as to what the votes to those line items are meant for. Such lump sum provisions create a background for easy mismanagement of allocated funds. Also, most of the allocations and projects have no specific locations. There is nothing on the state, local government or exact site of the investments to enable a follow through by the public. Furthermore, even though the mandate of the Ministry is wide, projects like road construction and big infrastructure do not seem to be an area of strength and comparative advantage for the Ministry. Such projects are better left with the Ministry of Works or other relevant MDAs. Again, extension service provision is weak and has not been successful in taking research findings to farmers. Over the years, there are too many research institutes getting federal allocation with little or no deliverables.

The total sum targeting women farmers in the FMARD's proposal is N2.411billion, which is just 2.18% of the overall capital vote of the Ministry. This is paltry and needs to be increased considering that women constitute half of the population and have numerical superiority in agricultural production, processing, forestry, aquaculture and animal husbandry. In recognition of the socially and culturally constructed roles for women and men which limits women's access to resource support, budgets must specifically target women and consider affirmative action votes in deserving cases to move women towards equality and equity. The votes in the estimates appear to be an afterthought, not the product of conscious targeted gender responsive estimates which recognize the

fundamental obligation to mainstream the concerns of all members of the Nigerian family - women and men into the budgeting process.

NALDA operates from the Presidency, outside of the Ministry of Agriculture and got a N10.1bn vote. The vote suffers from the same deficiencies of the Ministry such as lack of location for projects while some of its proposals have revenue generating possibilities. Other MDAs that made provisions for women farmers include Ministries of Women Affairs, Water Resources, Labour and Employment, Science and Technology, Trade and Investment, Niger Delta and Secretary to the Government of the Federation. The total sum provided by these MDAs for women farmers is N1.113billion.

The Review documented frivolous, inappropriate, unclear and wasteful expenditure proposals in the agriculture votes. Some of the expenditure proposals were of doubtful legal validity. The expenditure proposals include capacity building without details of the type and for unidentified beneficiaries, jargons that make no meaning, supplies without details of class of beneficiaries and locations. The National Centre for Agricultural Mechanization in Ilorin with a mandate that reflects its name is busy proposing to build roads and schools in the South West zone which is ultra vires its mandate. MDAs are requesting for SUVs worth N55m each contrary to the 2021 Budget Call Circular which (under Admissible Capital Projects - 4.5.3) states that except where absolutely necessary to the functioning of the MDA, proposals for vehicles will not be accommodated in the 2021 budget. A total of N8.187bn in frivolous, inappropriate, wasteful expenditure is identified.

5.2 RECOMMENDATIONS

(1) The allocation to Agriculture as a key growth driver of the Nigerian economy should be increased to not less than 50% of the Malabo/Maputo commitment of 10% of overall budget. This means 5% of the overall budget which comes up to N654.121billion.

(2) Rework the budget in accordance with the policy, plan budget continuum to reflect the full implementation of the Nigerian Gender Policy and the National Gender Policy in Agriculture and other applicable national and international standards.

(3) It is important that legislators consider dedicating significant proportions of constituency project allocation to issues thrown up by small holder women farmers and such allocation should reflect the fine letters of the National Gender Policy on Agriculture.

(4) The budget should take cognizance of the need for affirmative action and target not less than 30% of the FMARD's vote to women especially SSWF. This would come up to N196.236billion.

(5) Total savings in the sum of N8.187bn from frivolous, inappropriate, wasteful expenditure identified in the Review and some part of the savings from CSJ's publication

on frivolities in the 2021 Appropriation Budget should be channeled to the needs of SSWF.

(6) In accordance with Recommendations 2, 3 and 4, the Budget should provide:

- Gender friendly machinery and equipment such as hand sprayers, power tillers, ploughs, planters etc., especially low cost and locally fabricated equipment which can be easily maintained by local artisans. N5bn deployed to this line item at an average cost N250,000 each will fetch 20,000 units.
- Improved seeds/seedlings, fertilisers, pesticides, feeds, animal stock, storage facilities, rural road networks, irrigation facilities, etc.
- Extension services including meteorological information through various platforms including print and electronic media especially radio and television as well as digital media and training of trainers.
- Promotion of climate smart agriculture through the mainstreaming of organic farming, organic fertilizers, resilience building and adaptation.
- Steps to organize smallholder women farmers into groups of registered business names, companies and cooperatives to give them formal visibility to participate in formal business activities as well as benefitting from government programmes such as access to cheap credit. This should be done across all the states of the Federation.
- Capacity building for SWOFON to access these cheap funds through investment in understanding the agriculture value chain, proposal writing, financial literacy, monitoring and evaluation and reporting on loaned and donor funds.
- Small scale processing equipment for products preservation and value addition as well as capacity building to minimise post-harvest losses.
- Promote the concentric circle of local content in provisioning of goods, services and construction considering that procurement options are most of the time crafted into the budget

(7) Proposed activities from agencies should be reconciled with the mandate of the agencies. Activities should be delivered by agencies with the greatest strength and competence in the area of the proposed activities.

(8) Considering the number of agencies under the Ministry and their mandates, programme the bulk of the capital vote of the Ministry to the respective agencies.

(9) To streamline operations, reduce the cost of governance and for effective coordination of agriculture, NALDA should be made to operate as a parastatal of the FMARD or its activities subsumed under existing FMARD structures.

(10) To facilitate monitoring and evaluation:

- All votes should have specifications, enough details and clarity on the activities and deliverables to be paid for at the public expense and all physical projects should have locations.
- All capacity building projects should have details of the nature of capacity building and the class of beneficiaries.

(11) Collaboration between the Federal, State and Local Governments is key for improved extension service provision because farming is a local job done in specific states and localities in far flung places beyond the Federal Capital Territory base of the FMARD.

(12) Research Institutes should be limited to specific assignments within their mandates to justify their continued receipt of public funds. Research topics and issues should be chosen based on the demands of off-takers in farming communities, the private sector and relevant public agencies.