

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



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

And



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

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

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ABBREVIATIONS AND ACRONYMS

| | |
|--------|--|
| AFAN | All Farmers Association of Nigeria |
| AFDB | African Development Bank |
| APP | Agricultural Promotion Policy |
| ATASP | African Development Bank Agricultural Transformation Support Project |
| AU | African Union |
| CAADP | Comprehensive Africa Agricultural Development Programmey (CAADP) |
| CACS | Commercial Agriculture Credit Scheme |
| CBN | Central Bank of Nigeria |
| CEDAW | Convention on the Elimination of All Forms of Discrimination against Women |
| CPF | Country Programme Framework |
| CPP | Crop Protection Products |
| CSJ | Centre for Social Justice |
| CSOs | Civil Society Organisations |
| FAO | Food and Agriculture Organisation of the United Nations |
| FGN | Federal Government of Nigeria |
| FMARD | Federal Ministry of Agriculture and Rural Development |
| ICESCR | International Covenant on Economic, Social and Cultural Rights |
| IDB | Islamic Development Bank |
| IFAD | International Fund for Agricultural Development |
| ILO | International Labour Organisation |
| JARDA | Jigawa Agricultural and Rural Development Authority |
| JASCO | Jigawa Agricultural Supply Company |
| LGA | Local Government Area |
| MDAs | Ministries, Department and Agencies of Government |
| MDGs | Millennium Development Goals |
| MSME | Micro, Small and Medium Enterprises |
| MTSS | Medium Term Sector Strategy |
| NARS | National Agricultural Research System |
| NAVSA | National Adopted Village for Smart Agriculture |

| | |
|--------|--|
| NBS | National Bureau Statistics |
| NEPAD | New Partnership for Africa's Development |
| NFDP | National Fadama Development Project |
| NGOs | Non-Governmental Organisations |
| NIRSAL | Nigeria Incentive-Based Risk Sharing System for Agricultural Lending |
| NITDA | Nigeria Information Technology Development Agency |
| NRCRI | National Roots Crops Research Institute |
| SDGs | Sustainable Development Goals |
| SGMS | State Gender Management System |
| SHWF | Small Holder Women Farmers |
| SMWASD | State Ministry of Women Affairs and Societal Development |
| SWOFON | Smallholder Women Farmers Organisation of Nigeria |
| UDHR | Universal Declaration of Human Rights |
| UN | United Nations |
| WBG | World Bank Group |

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EXECUTIVE SUMMARY

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

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

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

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 Jigawa State Government through its annual budgets have facilitated support for smallholder women farmers in recent years. It seeks to establish the links between international, regional, national and subnational standards on gender and agriculture and the budget in recognition of the plan, policy, budget continuum. Plans, policies and laws ought to resonate in the budget for their meaningful implementation.

The study adopts a series of mixed methods. The mixed methods involve a combination of primary data and secondary data collection procedures. The mixed methods equally involve a combination of quantitative and qualitative data analysis methods. The study employed desk review of published budget documents, key informant interviews and

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

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

³ Gender Policy in Agriculture, supra.

focus group discussion. Desk reviews focused on budget appropriation, budget implementation reports, reports of the Accountant General and audit reports, etc. The draft report was validated at a stakeholders meeting.

Agriculture is the main source of livelihood for over 90% of the Jigawa population. This livelihood is heavily reliant on rainfall and the use of traditional implements. Out of the 2.24 million hectares total land area of the State, about 1.6 million hectares are estimated to be cultivated during the raining season while about 308,000 hectares of the land mass has potential for irrigated cultivation. Currently there are 54,000 hectares under irrigation.⁴

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

Chapter Three reviewed the appropriation for the years 2015-2020, identifying projects and programmes that would possibly benefit smallholder women farmers (SHWF). The allocation to agriculture was 2.127 percent, 5.633 percent, 5.325 percent, 5.550 percent, 5.506 percent and 7.645 percent of the overall budget for the years 2015, 2016, 2017, 2018, 2019 and 2020 respectively while the releases in five years – 2015 to 2019 averaged 31.24 percent. Essentially, the State did not meet the 10 percent Malabo Declaration commitment and releases were sub-optimal, below 50 percent. The budgets had challenges of weak link to policy as against the demand for a plan, policy, budget continuum. Also, the budgets had challenges of credibility and lack of popular participation.

Chapter Four reviewed other sources of funding and matters relating to research and SHWF. During the period under review, a total sum of N23.975 billion was approved for the State as grants and loans while the State was able to access the sum of N11.185 billion. These resources came from institutions including the World Bank, Islamic Development Bank, African Development Bank, IFAD, etc. Further N21 billion came in from the intervention funds of the Central Bank of Nigeria. There was also in-kind support

⁴ Ibid

from a number of agencies including IFAD Community Seed Development Programme and National Agricultural Seed Council.

Jigawa State Agriculture Research Institute is established and funded by the State Government. The Institute has played a significant role in agricultural seeds multiplication and has also worked on soil survey across the 27 local governments in the State. The key output of the Institute is on seed multiplication and seed varieties development. This is done at its field research centers in Kazaure and Hadejia. The Institute is hampered by poor funding as it has been unable to transcend from seed multiplication to other sub-sectors of the agricultural value chain in the State.

The Jigawa SWOFON Charter of Demand was costed. The crop farmers resource requirement came up to a total N2.810 billion per planting and processing cycle.

The study ended with the following recommendations in Chapter Five.

To the Executive

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

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

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

D. Prepare budgets that have links to policy positions in state, national and international standards and this should specifically include:

- ❖ Strong and targeted extension services which links SHWF with innovations, research findings, education on new farming techniques, etc. In this context, increasing the number of state and local government level female extension workers is imperative;
- ❖ Capacity building on climate change adaptation, mitigation and resilience 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.

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

F. Guarantee access to credit - ensure that the State which has already taken advantage of special funds from the CBN, Bank of Industry, Bank of Agriculture, etc., pays its counterpart funds. The State should improve on the transparency, accountability and value for money on the management of these special funds.

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

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

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

To the Legislature

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

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

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

To Civil Society Including SWOFON

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

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

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

Chapter One

INTRODUCTION

1.1 Background

Agriculture is inextricably linked to the rights to food, work and freedom from want; economic growth and diversification, job creation, provision of raw materials for industries and improvements in the standard of living.⁵ It includes practices relating to crops, livestock, fisheries and forestry. The value chain of agriculture has been articulated as follows: ⁶

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

Women constitute 49% of Nigeria’s population. According to the National Gender Policy in Agriculture:⁷

“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, smallholder women farmers (SHWF) contribute a lot to the food security of Nigerian households. They produce the bulk of the food that the nation feeds on. SHWF face huge challenges of access to land, finance and other factors of production. Women are involved in the agriculture value chain from clearing of the farm, planting, weeding, attending to animals and fish, harvesting, and packaging of agricultural products, etc. Essentially, a study on budgeting for SHWF is an enquiry on whether the budget takes cognisance of gender mainstreaming and Nigeria’s obligations under a multiplicity of international, regional and national standards.⁸ Gender is understood as the

⁵ In the Universal Declaration of Human Rights (UDHR), freedom from want is identified as one of the highest aspirations of the common people. The right to an adequate standard of living including food is provided in article 25 (1) of the UDHR and article 11(1) of the International Covenant on Economic, Social and Cultural Rights (ICESCR).

⁶ <https://fmard.gov.ng/value-chain/>

⁷ At page 71 of the Gender Policy in Agriculture, Federal Ministry of Agriculture and Rural Development, 2019.

⁸ The standards include Universal Declaration of Human Rights, Convention on the Elimination of all Forms of Discrimination against Women, International Covenant on Economic, Social and Cultural Rights, African Charter on Human and Peoples’ Rights, National Gender Policy and Gender Policy in Agriculture, etc.

socially and culturally constructed roles and differences between boys and girls, men and women which give them unequal value, opportunities and life chances in the sector.⁹

At the national level, the agriculture sector provides employment to over 60% of the population. The share of informal sector agriculture gross domestic product (GDP) is 91.8% as against 8.2% from the formal sector.¹⁰ According to an International Labour Organisation (ILO) resolution, most people are in the informal agriculture economy, not by choice but as a consequence of lack of opportunities in the formal economy and in the absence of other means of livelihood.¹¹ Informality has multiple causes including governance and structural issues and public policies can speed up the transition to the formal economy in full recognition of the human rights and fundamental freedoms of persons involved.¹²

The informal nature of agricultural practices may account for its low contribution to revenue, especially taxes. Nigeria has over 84m hectares of arable land, out of which only 40% is cultivated.¹³ 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 formalise 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 Rationale and Objectives of the Study

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

Many subsistence farmers are being encouraged to move into commercial agriculture. But such a migration demands gradual processes and requires certain measures to be taken by state and non state actors. It is on that note that a number of programmes have been rolled out by virtually all tiers of government in Nigeria to support agriculture. Some

⁹ Gender Policy in Agriculture, supra.

¹⁰ National Bureau of Statistics, 2015

¹¹ ILO Resolution on Transition from the Informal to the Formal Economy, 2015 (No.204). Governing Body of the International Labour Office at its 104th session on June 1, 2015.

¹² ILO Resolution 204, supra.

¹³ <https://fmard.gov.ng>

of the programmes target increasing farmers' access to improved and mechanised tools; some also target changing farmers' methods of farming, while some others focus on increasing farmers' access to improved farm inputs (seeds, seedlings, etc.).

Available statistics seems to suggest that whenever such programmes are rolled out, men are usually the greatest set of beneficiaries.¹⁴ This leaves the women to scramble for leftovers by the men. Agriculture policy implementation seems to be gender neutral and gender blind as it fails to explicitly recognise existing gender differences in accessing public resources by men and women. This leads to inequalities. These inequalities undermine the contribution of a critical segment – one half of society. This runs against the fundamental principles of equality before the law and equal protection of the law. Reducing inequality in agriculture is essential, not only for achieving social justice but to promote sustainable development and poverty reduction.¹⁵ It is both a moral and economic imperative. There have therefore been concerted calls for government to provide women-specific and women-focused agricultural programmes that will help to improve the farming conditions of smallholder women farmers.

The overall goal of this study is to provide technical support to SWOFON through a baseline study and analytical review of public expenditure in the agriculture sector over the periods 2015-2019. It is also to provide an agenda for mainstreaming gender on the agenda of public budgeting at the federal and state levels. 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 Jigawa State Government through its annual budgets have facilitated support for smallholder women farmers in Jigawa State in recent years. It seeks to establish the links between international, regional, national and subnational standards on gender and agriculture and the budget in

¹⁴ Some of the schemes demand land title documentation, collaterals and evidence of ongoing businesses worth tens or hundreds of millions of naira. For instance, the guidelines for the Commercial Agriculture Credit Scheme (CBN collaborating with FGN) defines a corporate/large scale borrower as a business with asset base of not less than N100million and having the prospect to grow the net asset base to N250 million while medium scale borrowers should be worth not less than N50million with the prospects of growing to N150million in the next three years. Many women owned enterprises do not fall into these categories.

¹⁵ See *CEDAW- A Tool for Gender Sensitive Agriculture and Rural Development Policy and Programme Formulation*.

recognition of the plan, policy, budget continuum. Plans, policies and laws ought to resonate in the budget for their meaningful implementation.

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

1.3 Methodology of the Study

To be able to achieve the set objectives of this study, the study adopts a series of mixed methods. The mixed methods involve a combination of primary data and secondary data collection procedures. The mixed methods equally involve a combination of quantitative and qualitative data analysis methods. The study employed desk review of published budget documents, key informant interviews and focus group discussion. Desk reviews focused on budget appropriations, budget implementation reports, reports of the Accountant General and audit reports, etc.

Several key informant interviews were conducted with select small- scale women farmers in the State. These select farmers were drawn from SWOFON, All Farmers Association of Nigeria (AFAN) and other similar associations in the State. The interviews also extended to male farmers in the State. This was done to generate robust evidence on the state of support available to SWOFON members in Jigawa State.

The key informant interviews were conducted using questions developed to elicit responses on the state of budgetary support to smallholder women farmers, the level of involvement of SWOFON in the design of projects in the Ministry of Agriculture and, the level of prioritisation accorded projects with potential to benefit SWOFON in the use of funds released to the Ministry.

The participants involved in the focus group discussions were selected by the leadership of SWOFON in Jigawa State. Emphasis was placed on selection of smallholder women farmers involved in the cultivation of a minimum of three priority crops for a minimum of three years. A total of sixteen farmers participated in the focus group discussion session.

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

The second key issue focuses on the share of women in agriculture sector in Jigawa State. Ideally, this information should be available from the National and State Statistics agencies. But these agencies have nothing on this and as such, reliance will be placed on statistics produced from international agencies.

The third to sixth key issues focus on budget figures and will be sourced from the State Government's annual budgets as well as State's Accountant General's Reports for the study period of 2015 – 2019. These documents form the basis for understanding what the State Government intended to do for small holder women farmers on one hand, and on the other hand, what the Government actually did within the study period.

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

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

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

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

The draft report was presented to stakeholders at a validation meeting where it was reviewed and critiqued. Stakeholders present at the meeting include SHWF and SWOFON members, government agencies, civil society groups, the media. The relevant views expressed at that meeting have been reflected in the study. All the above steps were taken to ensure that the study is cogent in revealing the current position of public funding of SHWF's activities in Jigawa State.

1.4 Jigawa State in Context

Jigawa State was carved out of the old Kano State in 1991. Based on the 2006 census, the State has a population of 4.3 million people with close to 90% of the population predominantly engaged in rural and subsistence farming.¹⁶

Agriculture has been the main source of livelihood for over 90% of the population. This livelihood is heavily reliant upon rainfall and the use of traditional implements. Out of the 2.24 million hectares total land area of the State, about 1.6 million hectares are estimated to be cultivated during the raining season while about 308,000 hectares of the land mass has potential for irrigated cultivation. Currently there are 54,000 hectares under irrigation.¹⁷ The State is blessed with a large expanse of agricultural land, rivers and flood plains, suitable for crops, livestock and fish production. Based on this, over 80% of the State's total land mass is considered arable, which makes it one of the most agriculturally endowed States in Nigeria. However, the challenges to improved agriculture productivity in the State are enormous.

Several crops are planted in Jigawa State both during the rainy and dry season. Rain fed crops include millet, sorghum, cowpea, groundnuts, sesame, rice, maize, sweet potatoes, bambara nuts, watermelon, cassava, cotton, okra, roselle, and watermelon. Prominent dry season crops include tomatoes, pepper, onions, wheat, sugarcane, carrots, cabbage, lettuce, maize and a host of other leafy vegetables.¹⁸ Table 1 shows the yield per hectare of key crops planted in the State.

Table 1: Crop Farming

| S/N | Crop | Average Yield MT/HA | Crop Area Ha | Production M/Tons |
|-----|-----------|---------------------|--------------|-------------------|
| 1 | Millet | 1.1 | 447,000 | 491,700 |
| 2 | Sorghum | 1.2 | 384,000 | 460,800 |
| 3 | Cowpea | 0.3 | 322,000 | 96,600 |
| 4 | Groundnut | 0.4 | 104,000 | 41,600 |
| 5 | Sesame | 0.5 | 98,000 | 49,000 |
| 6 | Rice | 1 | 21,000 | 21,000 |
| 7 | Maize | 0.7 | 5,000 | 3,700 |

Source: JARDA Crop Area and Yield Survey 11-Year Average, 1999-2010

An assessment of crop farming conducted over a period of 11 years as shown in Table 1 above indicates that millet and sorghum combined are the largest crops produced in the State, with an average of 491MT and 460MT per year, respectively. This is followed by cowpea, groundnut and sesame. These outputs correspond to the amount of area under cultivation for the crops. Adoption and use of improved variety of seeds and other

¹⁶ Jigawa State Agriculture Medium Term Sector Strategies (MTSS) 2014-2016

¹⁷ Ibid

¹⁸ Ibid

incentives can lead to improvements in the production of rice and maize. In Table 2, the yield of dry season crops is shown.

Table 2: Dry Season Crops

| S/N | Crop | Average Yield MT/HA | Crop Area Ha | Production M/Tons |
|-----|-------------|---------------------|--------------|-------------------|
| 1 | Tomatoes | 6.0 | 17,000 | 102,000 |
| 2 | Pepper | 3.0 | 8,000 | 24,000 |
| 3 | Onions | 5.0 | 6,500 | 32,500 |
| 4 | Wheat | 1.9 | 5,000 | 9,500 |
| 5 | Carrots | 3.0 | 1,400 | 4,200 |
| 6 | Garden eggs | 5.0 | 2,000 | 10,000 |
| 7 | Sugarcane | 60.0 | 3,000 | 180,000 |

Source: JARDA Crop Area Yield Survey (11 Year, 1992 – 2002)

Table 2 indicates that dry season farming is done on a very small scale relative to the amount of land available for this type of farming in the State. Dry season farming has an average of 1,400Ha in use for carrot, and 2,000Ha for garden eggs. The average yield for dry season crops is at present, low in the State. However, the potential for large sugar cane yield is high. From 1992 to 2002, an average of 180,000M/Tons of sugar cane was produced from only 3,000 Area Ha.

Medium and small livestock farming include cattle, sheep, goats, camels, horses and donkeys. Small holders keep most of their livestock under traditional management, which is dependent on natural free range of forage with little or no supplementation. To serve this need, the State has an estimated 450,452 square kilometres of grazing land reserve, which provides opportunities for large-scale and sustainable livestock development. Table 3 below indicates that there is a high potential for poultry farming in Jigawa State.

Table 3: Livestock Farming

| S/N | Livestock Type | Quantity |
|-----|----------------|------------|
| 1 | Cattle | 3,840,000 |
| 2 | Sheep | 3,487,000 |
| 3 | Goats | 3,300,000 |
| 4 | Camels | 23,049 |
| 5 | Horses | 1,841,137 |
| 6 | Donkeys | 537,389 |
| 7 | Poultry | 14,041,506 |

Source: Ministry of Agriculture and Natural Resources, Report on Irrigation Potential, 2008

A strategic improvement in poultry practices for youth and women can raise quantity produced from the current 14,041,506 per year.

In fisheries, the Government is practicing maximization of sustainable yield (MSY) with 303 water bodies as of January – June (2010). The record in Table 4 below shows yield at almost 30 percent. An increase in the number of water bodies to 500 by the year 2011 improved the yield by 17 percent; 22 percent in 2012 and 27 percent in 2013.

Table 4: Fish Farming in Jigawa State

| Year | 2011 | 2012 | 2013 |
|-------------------|------|------|------|
| Capture Fisheries | 17% | 22% | 27% |
| Culture fisheries | 17% | 24% | 29% |

Source: Fisheries Department, Ministry of Agriculture and Natural Resource Dutse, 2011

Table 5: Estimated Fish Production

| Year | 2009 | 2010 | 2011 |
|---------------------|-------|---------|---------|
| Artisanal Fisheries | 4,498 | 3,297 | 6,405 |
| Private Fish Ponds | 2,739 | 3,791.5 | 3,963.1 |
| Total | 7,237 | 7,089.5 | 10,368 |

Source: Fisheries Department, MANR Dutse, 2011

1.5 Proportion of Women Involved in Agriculture and its Value Chains in the State

In Nigeria, women’s contribution to agriculture is estimated at 60-79 percent of labour, especially for food production, processing, and marketing¹⁹. The role played by women in the agricultural sector in Jigawa continues to go unrecognised in the development of agricultural policies and programmes. Gender disaggregated data recognising the role played by women in the sector in the State is not available. Factors responsible for the non-recognition of women in the sector include:

- Male-dominated cultures, which place women in inferior positions;
- Custom, taboos, and sex-based division of labour, which keeps women subordinate to men;
- The failure of economy to place value on unpaid women’s domestic labour;
- Perceived inability of women to articulate their problems and needs effectively;
- The problem of the land tenure system and the inability of women to meet basic collateral security as bank requirements for loans intended for agricultural production.²⁰

There is no official validated information on the proportion of women involved in agriculture value chains in Jigawa State. However, available information indicates that majority of women small-scale farmers in the state operate on their husband’s farm lands. The closest report that provides data on the proportion of women involved in agriculture

¹⁹ Food and Agriculture Organization (FAO), Country Programme Framework (CPF), 2012-2017.

²⁰ Gender Inequality and Women Participation in Agriculture Development in Nigeria; Mtsor and Idisi, Merit Research Journal (November 2014).

in the State indicates that 68.18% of women in active agriculture participation operate on family-owned farm lands.²¹ The data indicates that whereas smallholder women farmers are in their large numbers in Jigawa State, their labour is often tied to work on family-owned farmlands. This makes it difficult to estimate the proportion of women involved in agriculture.

1.6 SWOFON in Jigawa State

This section provides information on SWOFON composition and activities in Jigawa State.

Validation of SWOFON Charter of Demand: The expressed needs of SWOFON in the state remains unchanged. The Charter of Demand calls on the State and Federal Government to prioritise agricultural programmes with potential to positively impact on SWOFON in the State. The specific demands include:

- *Installation of water pumps for irrigation farming in the local governments.*
- *Allocation of grant to access labor saving equipment.*
- *Training on how to make local feeds for animals in rearing of small ruminants.*
- *Labor saving smoking kiln for fish processing to be allocated in the Agriculture Budget.*
- *Value addition training on crops produced.*
- *Establish a Central Processing Unit for packaging of crops.*
- *Construction of drainages and river channels around cluster farms in different LGAs.*
- *Establishment of demonstration farms for animal husbandry across the value chain.*
- *Set up a committee to improve soil texture and quality.*
- *Installation of Groundnut Oil extracting machines in local governments.*

SWOFON Membership Structure: The Jigawa State Chapter of SWOFON has a membership strength of 13,358 smallholder farmers. These farmers plant a variety of crops, engage in animal husbandry and also operate as produce processors in the State.

²¹ Ado Garba 2016 (Ado Garba et al in Contributions of Small-scale Women Farmers in Sustainable Agricultural Production in Jigawa State)

Table 6 below describes the composition of SWOFON along the lines of the activity clusters they are engaged in.

Table 6: SWOFON Membership Composition according to Cluster Activities

| Clusters Description | Total NO | Type of Crops |
|-----------------------------|-----------------|--|
| Crop Farmers | 6000 | Rice, Wheat, Beans, Maize, Guinea Corn, Sesame, Groundnut. |
| Animal Husbandry | 4000 | Ruminants (different types & breeds). |
| Processors | 3358 | Groundnut, Rice, Millet, & Fish |

Source: SWOFON Jigawa

SWOFON members in Jigawa State cultivate a variety of crops. A large majority cultivate an average of two crops – mainly food staples – and they cultivate these crops on an average of 1 hectare.

Chapter Two

POLICY AND LEGAL STANDARDS

2.1 Introduction

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

Implicit in this analysis is the concept of rights which is guaranteed by these standards for the benefit of women. Apart from the bare letters of the law which affirm a declaration of a right for a class of beneficiaries, for the right to be effective, it must create a specification of the content of the right or an account of what goods, interest or capacities the right protects; class of duty bearers and their specific duties and social responsibilities; a means and process of validation in the event of a breach. Rights must also have a reasonable and effective means of realisation by rights holders or implementation by duty bearers.²² Rights must not be inchoate or incapable of enforcement and thereby simply translate into dead law that has no links with the concrete living conditions of its holders.

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

2.2 International Standards

At the level of international law, Nigeria as a member of the international community has been active in signing and ratifying human rights treaties.²³ Being a member of the United Nations (UN) and the African Union (AU), Nigeria's international obligations are guided by the international and regional human rights conventions, treaties and other standards, which have become common standards of achievement for all peoples and all nations. Nigeria is expected to implement its voluntarily entered obligations in good faith in accordance with the doctrine of *pacta sunt servanda*.²⁴

The global and regional scenes have witnessed a number of international declarations, protocols and agreements on issues that target increasing women's participation in

²² M.E. Winston, International Institute of Human Rights Strasbourg, Collection of Lectures 2002.

²³ Edwin Egede, Bring Human Rights Home: An Examination of the Domestication of Human Rights Treaties in Nigeria. *Journal of African Law* (2007) 249-284.

²⁴ 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.

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):²⁵ in article 11(2) (a), the ICESCR states:

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

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

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

*The States Parties to the present Covenant undertake to ensure the equal right of men and women to the enjoyment of all economic, social and cultural rights set forth in the present Covenant.*²⁶

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 conditions²⁷ and further elaborates the standard setting provisions of article 25 (1) of the UDHR. By article 2 of the ICESCR, state parties are to take steps, to the maximum of available resources, for the progressive realisation of rights contained in the Covenant, by all appropriate means, including particularly the adoption of legislative measures. It is interesting to note that budgets are enacted as Acts of Parliament.

B. Convention on the Elimination of All Forms of Discrimination against Women (CEDAW):²⁸ CEDAW contemplates not just formal equality and opportunities in the enjoyment of rights and freedoms necessary for improved agriculture production by

²⁵ 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.

²⁶ Article 3 of the ICESCR.

²⁷ Article 11 (1) of the ICESCR.

²⁸ 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).

women but also equality of results.²⁹ 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-monetized sectors of the economy, and shall take all appropriate measures to ensure the application of the provisions of the present Convention to women in rural areas.

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

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

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

(f) To participate in all community activities;

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

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

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

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

²⁹ 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.

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

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

- a) provide women with access to clean drinking water, sources of domestic fuel, land, and the means of producing nutritious food;*
- b) establish adequate systems of supply and storage to ensure food security.*

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

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

- a) introduce the gender perspective in the national development planning procedures;*
- b) ensure participation of women at all levels in the conceptualisation, decision-making, implementation and evaluation of development policies and programmes;*
- c) promote women’s access to and control over productive resources such as land and guarantee their right to property;*
- d) promote women’s access to credit, training, skills development and extension services at rural and urban levels in order to provide women with a higher quality of life and reduce the level of poverty among women;*
- e) take into account indicators of human development specifically relating to women in the elaboration of development policies and programmes.*

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

SDGs 1 and 2 focused on eradicating poverty; ending hunger and achieving food security, improved nutrition and sustainable agriculture. The second and fourth targets of Goal 1

specifically focus on poverty among women and how to reduce it. In particular, Target 1.4 of Goal 1 states:

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

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

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

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

Further, Target 2.4 of Goal 2 states:

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

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

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

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

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

Ending discrimination against women everywhere includes ending it in agriculture and food production. SDGs 9 and 13 focused on domestication of technology and innovation

and removal of drudgery in agriculture;³⁰ and the challenges of climate change on agriculture.³¹

E. Beijing Declaration and Platform for Action³²

The Declaration calls for:³³

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 Policy (CAADP) is built around four pillars namely; (a) extending the area under sustainable land management and reliable water control systems; (b) improving rural infrastructure and trade-related capacities for improved market access; and (c) increasing food supply and reducing hunger. The fourth and long-term pillar is on agricultural research, technological dissemination and adoption. In terms of actions at national level, African Governments are expected to increase capacity to support farmer productivity; establish partnership between public and private sector for increased investment; increase the efficiency and use of water supply for agriculture; and enhance agricultural credit and financing schemes for small-scale and women farmers. CAADP recognises the role and agency of women in farming and rural development. It seeks to achieve an annual growth rate of at least 6% in agricultural gross domestic product in every country involved through an investment of at least 10% of annual national budgets in the agricultural sector.³⁴ It is described in the following words:³⁵

³⁰ 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.

³¹ Taking urgent action to combat climate change and its impact.

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

³³ Paragraph 82 (j) of the Declaration.

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

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

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.³⁶ 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.³⁷

II. Commitment to Enhancing Investment Finance in Agriculture

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

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

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

³⁶ Approved by the Heads of State and Government of the African Union at the 23rd Ordinary Session of the AU Assembly in Malabo Equatorial Guinea from 26-27 June 2014 on theme of the African Year of Agriculture and Food Security: *Transforming Africa's Agriculture for Shared Prosperity and Improved Livelihoods through Harnessing Opportunities for Inclusive Growth and Sustainable Development*, also marking the tenth Anniversary of the Adoption of the Comprehensive Africa Agriculture Development Programme.

³⁷ Preambular paragraph 8 of the Declaration.

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 mechanization and energy supplies, amongst others.*

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

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

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

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

2.3 National Policy and Legal Standards

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

A. The Constitution of the Federal Republic of Nigeria 1999: The Constitution is the supreme law and any law inconsistent with it is void to the extent of its inconsistency.³⁸ In S. 42, the Constitution provides for the transcendental principle of non-discrimination in the enjoyment of rights and freedoms as well as the carrying out of obligations. It states:

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

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

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

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

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

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

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

APP has a thematic area on youth and women and this seeks to maximise their contribution to agricultural production and elimination of discriminatory practices in the employment of women and youth in the sector. Specifically, it states that.³⁹

³⁸ S. 1 (3) of the Constitution.

³⁹ APP at pages 45-46.

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

The constraints to women and youth in agriculture were identified to be: Poor enforcement of gender-based policies, as well as institutional bias; lack of capacity and employment opportunities for internship and mentoring; limited access to finance; lack of mechanization serves as disincentive to women and youths; and lack of synergy between and among MDAs and other non-state actors in respect of implementation of women and youth programmes.⁴⁰

The policy thrust for overcoming these constraints were defined as follows: Develop and launch entrepreneurship platforms that create a pathway for youth and women to enter agribusiness economy to expand cooperation with CBN’s intervention funds targeted at women and youth e.g. MSME; facilitate investment advisory support for potential entrepreneurs; and review the subsisting gender policy document with a view to improving the implementation activities and expand training of key leaders and influencers across FMARD to ensure that gender/youth considerations are integrated into decision making. Others are to expand capacity building for women and youth for 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.⁴¹ In the implementation timeline, APP scheduled “heavy support” for women and youth for the years 2018- 2020.

C. Gender Policy in Agriculture – 2016

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

It has a broad goal of ensuring that all Nigerians, irrespective of gender, have equal opportunities and access to the resources, services and programmes of the agricultural sector. This is considered as the only guarantee for food security and economic growth in Nigeria. Similarly, the Policy has key objectives including: To develop gender competencies of staff and partners in addressing gender gaps and gender aware

⁴⁰ APP at page 46.

⁴¹ APP at pages 46-47.

programming; to institutionalize gender responsive programming (planning and budgeting), implementation, monitoring and reporting systems; to promote the use of gender-sensitive data collection and gender statistics for evidence-based planning, policy and programme design, implementation and evaluation. Others include to widen and manage partnerships and shared mechanisms amongst government institutions, development partners, CSOs, and private sector and incorporate appropriate actions to respond to practical and strategic gender needs in the agriculture sector and to improve the gender responsiveness in delivery of agricultural services.

D. National Gender Policy – 2006⁴²

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.⁴³

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

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

⁴³ Supra at page 69.

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.⁴⁴

E. Economic Sustainability Plan – 2020⁴⁵

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

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

2.4 Jigawa State Policies

A. Agricultural Policy: The Jigawa State Agriculture Policy seeks to ensure food security, nutrition and sustainable agro-based economic growth. The Policy is hinged on the State's Comprehensive Development Framework which targets attracting investments in agri-business, youths, women, and vulnerable groups' empowerment through job opportunities in agriculture as well as the sustainable and equitable use of natural resources.

The Policy seeks to address the challenge of reliance on rain-fed agriculture and traditional methods of production using manual labor for almost all on-farm and off-farm

⁴⁴ Supra at page 70.

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

operations. It acknowledges that traditional land tenure system has contributed immensely towards fragmentation of agricultural lands and production in the State.

A strategic focus for both the Comprehensive Development Framework and the Policy is the provision of pre-harvest and post-harvest support, with respect to storage, processing and marketing of agricultural produce (covering both food crops and industrial crops).

The Policy sets out eight specific objectives as follows: Develop agriculture along the value chains; strengthen extension, research and development (R&D); increase irrigated land, water and alternative energy infrastructure; increase the level of agricultural mechanization; promote opportunities in the State for private investment; mainstream youths, women, and other vulnerable groups in agriculture for employment generation and poverty reduction; ensure effective intergovernmental collaboration in policy, planning and implementation and; ensure inclusive and equitable management of agricultural resources. The sixth objective of the Policy seeks to mainstream youths, women, and other vulnerable groups in agriculture for employment generation and poverty reduction. However, the Policy document does not indicate the steps and policy instruments that will be used to ensure the expected outcome is met and the period of time this will happen.

B. Jigawa State Gender Policy: Jigawa State Gender Policy (JSGP) affirms that mainstreaming gender can best be achieved by assessing the implications for women and men, of any planned action, including policies or programmes. This process makes women's as well as men's interests an integral part of the design and implementation of policies and programmes in all political, economic and social spheres so that women and men benefit equitably. Thus, gender mainstreaming needs a sector and system-wide approach to succeed.

The Policy recognises that institutions should take a holistic and inclusive approach when designing policies. The State Ministry of Women Affairs and Societal Development (SMWASD) is tasked with setting up a State Gender Management System (SGMS) comprising of four pillars: Providing an enabling environment for gender value reorientation of society; build structures for actualizing the set targets of the Gender Policy; provide the required technical skills and human resources capability to pursue the targets and coordinate, monitor and periodically review strategic actions for the desired change.

The rationale for the JSGP stems from various factors, including: Firstly, the Policy aspires to align with the aspirations of the National Gender Policy; secondly, the Policy is a move to quicken the pace of development in the State in respect of socio-economic development, particularly that of women. A policy guideline is required to give direction towards integrating gender issues in the development approach of the State. Thirdly, the Policy acknowledges that women have the potential to contribute to the development of the State and have in fact been contributing at the home front as well as in the economic

spheres (especially agriculture and the informal trade in the state). Harnessing their full potential will be in the best interest of the State. Fourthly, there is the urgent need to improve the status of women and children which was guaranteed them under Shariah law and the Nigerian Constitution.

The overall goal of JSGP is to build a just society devoid of discrimination, harness the full potentials of all social groups regardless of sex, and promote the enjoyment of fundamental human rights. The Policy further seeks to ensure the survival, protection, participation and development of women, children, and people with special needs. It also seeks to evolve an evidence-based planning and governance system where human, social, financial, and technological resources are efficiently and effectively deployed for sustainable development. The Policy has seven objectives.⁴⁶

2.5 Praxis

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

⁴⁶(1) Establish the framework for gender-responsiveness in all public and private spheres and strengthen capacities of all stakeholders to deliver their components mandate of the state's gender policy and strategic framework. (2) Develop and apply gender mainstreaming approaches, tools and instruments that are compatible with the micro-policy framework of the State at any point in time, towards the socioeconomic development of the State. (3) Adopt gender mainstreaming as a core value and practice in social transformation, organizational cultures and in the general polity of the State. (4) Study and domesticate the principles of global and regional frameworks that support gender equity and women's development in the state's law, legislative processes, judicial and administrative systems where necessary and desirable. (5) Encourage women participation and representation in line with Sharia, in all aspects of governance in order promote equitable opportunities in all areas of political, social and economic lives of the State and to benefit from their wisdom and for them to have the opportunity to contribute to the development of the State and society. (6) Promote gender-specific projects and programs as a means of developing the capabilities of both women and men, enable them take advantage of economic and political opportunities, towards the achievement of gender equity and women's development. (7) Educate and sensitize all stakeholders on the centrality of gender equity and relevance of women's development towards breaking the cycle of poverty in the family and the attainment of the state's general socio-economic development.

Chapter Three

BUDGET ANALYSIS

3.1 Budgeting and the Ministry of Agriculture and Natural Resources

The budget presents an opportunity for the implementation of plans, policies and programmes of government in the plan, policy, budget continuum. It shows the priorities of an administration. The budget is a political, economic and human rights process. As a political process, it represents the contestation of power and how the dominant social and political forces allocate resources to resolve the conflicting and contending interest of different groups and members of society. As an economic process, it responds to value addition, economy and efficiency of production processes, employment creation, as well as the demand for economic growth and development. As a human rights process, the budget responds to the need for the reduction of inequality, eradication of discrimination and upliftment of marginalized classes through affirmative action.

A review of budgeting for SHWF across the Ministries, Departments and Agencies (MDAs) of the Jigawa State Government will show the level of prioritisation of the needs of SHWF and whether the State is dedicating the maximum of available resources for the progressive realisation of their rights to freedom from hunger, to work and to maintain an adequate standard of living. The analysis contained in this section on one hand, relates broadly to budgetary allocations directly targeting SHWF and on the other hand, budgetary allocations with potential to benefit SHWF in line with the Charter of Demand developed by SWOFON, Jigawa State chapter.

The Jigawa State Ministry of Agriculture and Natural Resources (MANR) is the key agency primarily responsible for agriculture and its value chain activities. The vision of the Ministry is to be a pacesetter in agricultural development in Nigeria while its mission is to facilitate agricultural development and preserve the natural resources of Jigawa State through well qualified and competent work force. The goal is to enhance human development through employment, food security and poverty eradication. The core mandate is to design and implement policies, programmes and strategies that promote and facilitate sustainable agricultural development. The objectives are to increase food security and nutritional value especially for women and children; provide employment opportunities through sustained agriculture growth and economic empowerment of the farmers and provision of enabling environment for investment and agro-based economic growth. The functions are to provide agricultural inputs and effective agricultural extension service; control of plant and animal diseases and youth empowerment on agriculture, etc.⁴⁷

⁴⁷ <https://www.jigawastate.gov.ng/Agric.php>

3.2 Appropriations, Releases, National and International Benchmarks

The first issue is to review the vote for agriculture for the respective years against the overall State budget. This will give an idea of the prioritisation of agriculture in the scheme of things before delving into the specifics of the vote that may benefit SHWF.

Table 7: State Budget, Agriculture Vote and Releases

| Year | Total State Budget (N) | Agriculture Vote (N) | Funds Released for Agriculture (N) | Agric Vote as a percent of State Budget | Released Vote as percent of the Agric Vote |
|------|------------------------|----------------------|------------------------------------|---|--|
| 2015 | 99.950bn | 2,125,772,000 | 506,714,106 | 2.127 | 23.8 |
| 2016 | 137.17bn | 7,726,697,000 | 1,291,159,552 | 5.633 | 16.7 |
| 2017 | 129.87bn | 6,915,897,000 | 3,657,127,875 | 5.325 | 52.9 |
| 2018 | N167.994bn | 9,323,000,000 | 3,182,524,167 | 5.550 | 34.1 |
| 2019 | 157.5bn | 8,672,100,000 | 2,490,074,168 | 5.506 | 28.7 |
| 2020 | 152.920bn | 11,690,054,000 | Not Available (NA) | 7.645 | NA |

Source: Budget Information as Released by State Government.

The available budget implementation reports for the years 2018 to 2019 and other information retrieved on the actual sums released to the MANR from 2015 - 2019 indicates that in none of the years did the Ministry receive an amount equal to 50% of the total funds appropriated to agriculture development in the State. Put in a proper context, from 2015 to 2019, the total funds released to the MANR is below 50% of the approved budgetary proposals for the Ministry. The release indicates a picture of the State Government devoting an insignificant portion of its available resources to the agricultural sector, a sector that employs a large population of persons in the State.

The principles of the Malabo Declaration demand that State Governments dedicate not less than 10% of their total annual budgets to the agricultural sector. This is very relevant for Jigawa State with a very large population of farmers. The allocation to agriculture was 2.127%, 5.633%, 5.325%, 5.550%, 5.506% and 7.645% for the years 2015, 2016, 2017, 2018, 2019 and 2020 respectively. Thus, the State Government has never voted for agricultural development, an amount equal to or above 10% in its annual budget. Furthermore, the releases for agriculture as a percentage of the agriculture vote comes up to 23.8%, 16.7%, 52.9%, 34.1% and 28.7% for the years 2015, 2016, 2017, 2018 and 2019 respectively. This is an average release of 31.24% for the five years that the released figures are available.

The foregoing overall budgetary performance of agriculture provides a very good background for the review of the budget votes relevant to the Jigawa SWOFON Charter of Demand.

3.3 Analysis of Budget Votes Relevant to SWOFON

A. Jigawa State Ministry of Agriculture: The allocations and releases are shown in Tables 8-13.

Table 8: State Ministry of Agriculture 2015 Funded Projects

| S/N | Code | Programme/ Project | Released(N) | Expenditure(N) | Status in (%) | Remarks |
|-----|---------|--|---------------|---------------------------|------------------|-----------|
| 1 | 5111/06 | Redirection of 30 trucks of fertilizers to the identified location in the 27 Local Govt. Areas | 3,291,280.00 | N 3,291,280.00 | 100 | Completed |
| 2 | 5112/04 | Purchase of selected sample machineries for trial | 8,156,732.50 | N 8,156,732.50 | 100 | Completed |
| 3 | 5112/23 | Investigation of Gari/ Tomas & Hadejia Rivers to the dry areas | 249,000.00 | N 249,000.00 | 100 | Completed |
| | | Total | 11,697,012.50 | 11,697,012.50 | | |

Source: In-House Report of the MANR, "29th May 2015 to 9th June 2020, Achievement/ Budget Implementation Report"

Table 9: State Ministry of Agriculture 2016 Funded Projects

| S / N | Code | Programme/ Project | Released (N) | Expenditure (N) | Status in (%) | Remarks |
|-------|---------|---|--------------|-----------------|---------------|-----------|
| 1 | 5112/04 | Payment for the shipment and clearance of selected agricultural machineries | 2,640,000 | 2,640,000 | 100 | Completed |
| 2 | 5111/06 | Procurement and distribution of 4000mts dry season assorted fertilizers | 400,000,000 | 400,000,000 | 100 | Completed |
| 3 | 5113/12 | Procurement of Animal Vaccines and conduct of Annual Livestock Vaccination | 7,147,000.00 | 7,147,000.00 | 100 | Completed |
| 4 | 5112/02 | Purchase of Certified Seeds | 25,750,000 | 25,750,000.00 | 100 | Completed |
| 5 | 5113/12 | Procurement of Animal Vaccines and conduct of Annual Livestock Vaccination | 4,000,000.00 | 4,000,000.00 | 100 | Completed |
| | | Total | 439,537,000 | 439,537,000 | | |

Source: In-House Report of the MANR, "29th May 2015 to 9th June 2020, Achievement/ Budget Implementation Report"

Table 10: State Ministry of Agriculture 2017 Funded Projects

| S / N | Code | Programme/ Project | Released (₦) | Expenditure (₦) | Status (%) | Remarks |
|-------|---------|--|--------------|-----------------|------------|-----------|
| 1 | 5113/12 | Procurement of vaccine for annual vaccination exercise | 6,234,500 | 6,234,500 | 100 | Completed |
| 2 | 5112/23 | Irrigation activities | 28,296,875 | 28,296,875 | 100 | Completed |
| 3 | | Control and containment of fox disease in poultry | 2,050,000 | 2,050,000 | 100 | Completed |
| | | Total | 36,581,375 | 36,581,375 | | |

Source: In-House Report of the MANR, "29th May 2015 to 9th June 2020, Achievement/ Budget Implementation Report"

Table 11: State Ministry of Agriculture 2018 Funded Projects

| S / N | Code | Programme/ Project | Released (₦) | Expenditure (₦) | Status (%) | Remarks |
|-------|--------|---|--------------|-----------------|------------|-----------|
| 1 | 020020 | Procurement of veterinary drugs for emergency control and containment of enteritis outbreak in ruminant | 463,875 | 463,875 | 100 | Completed |
| 2 | 020026 | Goats breeding and rearing micro credit | 45,185,750 | 45,185,750 | 100 | Completed |
| | | Total | 45,649,625 | 45,649,625 | | |

Source: In-House Report of the MANR, "29th May 2015 to 9th June 2020, Achievement/ Budget Implementation Report"

Table 12: State Ministry of Agriculture 2019 Funded Projects

| S/N | Code | Programme/ Project | Released (₦) | Expenditure (₦) | Status (%) | Remarks |
|-----|---------|--|--------------|----------------------------------|------------|----------------------------------|
| 1 | 5113/12 | Procurement of Animal Vaccines and conduct of Annual Livestock Vaccination | 9,800,000 | 9,800,000 | 100 | Completed |
| 2 | 020033 | Construction of pump house | 271,500 | 271,500 | 100 | Completed |
| 3 | 020033 | Completion of pump house | 624,874 | 624,874 | 100 | Completed |
| 4 | 020026 | Goats micro credit distribution exercise | 49,356,500 | 49,356,500 | 100 | 100 |
| 5 | 020033 | No project description | 6,243,450 | (Expected expenditure 6,243,450) | - | Released to Irrigation Committee |
| 6 | 020033 | No project description | 1,050,000 | Expected expenditure 1,050,000) | 100 | Released to Irrigation Committee |
| | | Total | 67,346,324 | 67,346,324 | | |

Source: In-House Report of the MANR, "29th May 2015 to 9th June 2020, Achievement/ Budget Implementation Report"

Table 13: State Ministry of Agriculture 2020 Funded Projects

| S / N | Code | Programme/ Project | Released (₦) | Expenditure (₦) | Status (%) | Remarks |
|-------|--------|--|--------------|-----------------|------------|-----------|
| 1 | 020033 | Servicing of water pump generators | 263,000 | 263,000 | 100 | Completed |
| 2 | 020022 | Treatment of affected animals at Guri LG. | 1,007,000 | 1,007,000 | 100 | Completed |
| 3 | 020022 | Procurement of livestock vaccines and conduct of annual vaccination exercise | 5,000,000 | 5,000,000 | 100 | Completed |
| | | Total | 6,270,000 | 6,270,000 | | |

Source: In-House Report of the MANR, "29th May 2015 to 9th June 2020, Achievement/ Budget Implementation Report"

Table 14: Total State Ministry of Agriculture Funded Projects (2015-2020)

| S/N | Year | Releases (₦) | Expenditures (₦) |
|-----|------|-----------------------|-----------------------|
| 1 | 2015 | 11,697,012.50 | 11,697,012.50 |
| 2 | 2016 | 439,537,000 | 439,537,000 |
| 3 | 2017 | 36,581,375 | 36,581,375 |
| 4 | 2018 | 45,649,625 | 45,649,625 |
| 5 | 2019 | 67,346,324 | 67,346,324 |
| 6 | 2020 | 6,270,000 | 6,270,000 |
| | | 607,081,336.50 | 607,081,336.50 |

There are challenges with this data from the Ministry of Agriculture and Natural Resources. The first is that the source document is not a published report from the State Accountant-General, Auditor-General or the Budget Office or Ministry of Finance, neither is it published on any electronic portal available to the public. It is from a document titled: *Jigawa State Ministry of Agriculture and Natural Resources: 29th May, 2015 to 9th June, 2020 Achievement/Budget Implementation*" prepared and made available to the researchers of this study by the MANR. It is difficult to vouch for the veracity and accuracy of this report and whether this represents the actual implementation report.

The second challenge is that virtually all the projects got 100 percent releases and as such, were 100 percent executed. This would be a very wonderful achievement if it is true. This will almost be a state of utopia and complete budgetary excellence in revenue forecasting, budget releases and implementation. However, it contradicts the releases detailed in Table 7. With an average release of 31.24 percent between 2015-2019, how did these projects get full releases? Were the projects specifically selected for implementation? Furthermore, the lived experiences of SWOFON members and access to farming inputs, machinery, irrigation, etc. does not bear out such a superlative

budgetary performance. Essentially, public agriculture service delivery in the State does not reflect this budget implementation report.

In 2015, the first reported expenditure is “redirection of 30 trucks of fertilizers to the identified location in the 27 Local Govt. Areas”; followed by “payment for the shipment and clearance of selected agricultural machineries” and the specific machineries were not indicated. This is followed by “purchase of selected sample machineries for trial” and the selected sample machineries were not indicated. Again, there is “investigation of Gari/Tomas & Hadejia Rivers to the dry areas” – the meaning of this phrase is only known to the crafters of the budget. Investigation of rivers to the dry areas? 2016 expenditure started with another “payment for the shipment and clearance of selected agricultural machineries”- being payment for unidentified agriculture machineries. In 2019, money was released to an Irrigation Committee without a description of what the project was all about. This looks like a case of extra budgetary expenditure.

B. Jigawa Agricultural and Rural Development Authority (JARDA): JARDA is an agency under the Ministry of Agriculture and Natural Resources. Tables 15 to 19 show the allocations and releases to the agency over the five-year period.

Table 15: JARDA 2015 Funded Projects

| S/ N | Code | Programme/Project | Released(₦) | Expenditure(₦) | Status (%) | Remarks |
|---------|----------|--|-------------|------------------------|------------|-----------|
| 1 | 19100/01 | Establishment of 248 Management Training Plots in the 27 LGAs of the State | 3,429,575 | ₦ 3,429,575 | 100 | Completed |

Source: In-House Report of the MANR, “29th May 2015 to 9th June 2020, Achievement/ Budget Implementation Report”

Table 16: JARDA 2016 Funded Projects

| S/ N | Code | Programme/ Project | Released (₦) | Expenditure (₦) | Status (%) | Remarks |
|---------|--------------------|---|---------------|-----------------|------------|-----------|
| 1 | 19100/01 /41002 | Procurement of 450 units motorcycles for Extension Agents, Supervisors and Field Workers as well as repairs of utility vehicles | 81,263,925.00 | 81,263,925 | 100 | Completed |
| 2 | 19100/01 /48003 | Purchase of Seeds/Seedlings/Breeds/ Feeds and Anchor Programme (Cluster) | 83,459,000.00 | 82,616,400 | 100 | Ongoing |
| | | Total | 164,722,925 | 163,880,325 | | |

Source: In-House Report of the MANR, “29th May 2015 to 9th June 2020, Achievement/ Budget Implementation Report”

Table 17: JARDA 2017 Funded Projects

| S/N | Code | Programme/Project | Released (₦) | Expenditure (₦) | Status (%) | Remarks |
|-----|----------|---|--------------|-----------------|------------|-----------|
| 1 | 19100/01 | Cluster activities | 118,414,002 | 118,414,002 | 100 | On-going |
| 2 | 19100 | Cluster farming rewarding | 7,760,000 | 7,760,000 | 100 | Completed |
| 3 | " | Extension agents and lead farmers training | 4,938,445 | 4,938,445 | 100 | Completed |
| 4 | " | Control of stemborer and training of extension agents | 3,710,000 | 3,710,000 | 100 | Completed |
| 5 | " | Installation of 27 units accrue weather station | 15,604,000 | 15,604,000 | 100 | Completed |
| 5 | " | Anchor Borrower's Programme | 37,870,000 | 37,870,000 | 100 | Completed |
| | | Total | 188,296,447 | 188,296,447 | | |

Source: In-House Report of the MANR, "29th May 2015 to 9th June 2020, Achievement/ Budget Implementation Report"

Table 18: JARDA 2018 Funded Projects

| S/N | Code | Programme/Project | Released (₦) | Expenditure (₦) | Status (%) | Remarks |
|-----|--------|--|--------------|-----------------|------------|-----------|
| 1 | 020000 | Construction of 3300 test tube well (dry season rice cultivation under AADS) | 1,287,000 | 1,287,000 | 100 | Completed |
| 2 | 020000 | Step down training on rice production and goat rearing | 2,213,000 | 2,213,000 | 100 | Completed |
| | | Total | 3,500,000 | 3,500,000 | | |

Source: In-House Report of the MANR, "29th May 2015 to 9th June 2020, Achievement/ Budget Implementation Report"

Table 19: JARDA 2019 Funded Projects

| S/N | Code | Programme/Project | Released (₦) | Expenditure (₦) | Status (%) | Remarks |
|-----|--------|--|--------------|-----------------|------------|-----------|
| 1 | 020000 | Purchase of Agriculture Survey Equipment | 671,529 | 671,529 | 100 | Completed |

Source: In-House Report of the MANR, "29th May 2015 to 9th June 2020, Achievement/ Budget Implementation Report"

Table 20: Total JARDA Funded Projects (2015-2019)

| S/N | Year | Releases (₦) | Expenditures (₦) |
|-----|------|--------------|------------------|
| 1 | 2015 | 3,429,575.00 | 3,429,575.00 |
| 2 | 2016 | 164,722,925 | 163,880,325 |
| 3 | 2017 | 188,296,447 | 188,296,447 |
| 4 | 2018 | 3,500,000 | 3,500,000 |
| 5 | 2019 | 671,529 | 671,529 |
| | | 360,620,476 | 359,777,876 |

Again, the same superlative performance as reported from the mother Ministry is recorded. Virtually every project/programme enjoyed a 100 percent performance. This is difficult to reconcile with the very poor release of funds to the Ministry.

C. Jigawa Agricultural Supply Company: This is another agency under the Ministry of Agriculture and Natural Resources. Its allocations and releases are shown in tables 21 to 23.

Table 21: JASCO 2016 Funded Projects

| S / N | Code | Project/Programme | Releases (₦) | Expenditures (₦) | Status (%) | Remarks |
|-------|---------|---|---------------|------------------|------------|-----------|
| 1 | 5112/04 | Purchase of Agro Chemicals, Simple Agricultural Machines and Hardware | 1,000,000,000 | 365,800,000 | 100 | Completed |
| 2 | | Purchase of Rice, Groundnut & Sesame seeds from out-growers | | 15,672,392 | 100 | Completed |
| | | Total | 1,000,000,000 | 381,472,392 | | |

Source: In-House Report of the MANR, "29th May 2015 to 9th June 2020, Achievement/ Budget Implementation Report"

Table 22: JASCO 2017 Funded Projects

| S/ N | Code | Programme/ Projects | Releases (₦) | Expenditures (₦) | Status (%) | Remarks |
|------|------|---------------------------------|---------------|------------------|------------|-----------|
| 1 | | Purchase of agricultural inputs | 1,500,000,000 | 1,500,000,000 | 100 | Completed |
| 2 | | Purchase of agricultural inputs | 500,000,000 | 500,000,000 | 100 | Completed |
| | | Total | 2,000,000,000 | 2,000,000,000 | | |

Source: In-House Report of the MANR, "29th May 2015 to 9th June 2020, Achievement/ Budget Implementation Report"

Table 23: JASCO 2018 Funded Projects

| S/N | Code | Programme/ Projects | Releases (₦) | Expenditures (₦) | Status (%) | Remarks |
|-----|------|--|--------------|------------------|------------|-----------|
| 1 | | Purchase of Water Pump "3" Sprayers, Harvesters, Movers | 107,518,441 | 107,518,441 | 100 | Completed |
| 2 | | Purchase of Tractors 50 sets 100 walking Tractors sets | 292,865,420 | 292,865,420 | 100 | Completed |
| 3 | | Purchase of Water Pump "6" 40 sets | 88,080,000 | 88,080,000 | 100 | Completed |
| 4 | | Additional Purchase of 65 set of walking tractors 30% paid | 11,894,391 | 11,894,391 | 100 | Completed |
| | | Total | 500,358,252 | 500,358,252 | | |

Source: In-House Report of the MANR, "29th May 2015 to 9th June 2020, Achievement/ Budget Implementation Report"

Table 24: Total JASCO Funded Projects (2016-2018)

| S/N | Year | Releases (₦) | Expenditures (₦) |
|-----|------|------------------|------------------|
| 1 | 2016 | 1,000,000,000.00 | 381,472,392.00 |
| 2 | 2017 | 2,000,000,000 | 2,000,000,000 |
| 3 | 2018 | 500,358,252 | 500,358,252 |
| | | 3,500,358,252 | 2,881,830,644 |

Source: Calculated from the JASCO Tables

In the 2016 budget of JASCO, there was no releases for “purchase of rice, groundnut & sesame seeds from out-growers” but expenditure was reported. Also, out of a budget of N1billion, N365,800,000 was expended by JASCO on purchase of agro chemicals, simple agricultural machines and hardware; yet the comment reads that it has been completed. Again, all the projects scored 100 percent releases, implementation and completion. The same challenge of reconciling the superlative performance with the below average release of funds to the Ministry persists.

The above Tables on the performance of MANR, JARDA and JASCO is totaled in Table 25.

Table 25: Total Funded Projects (2015-2020)

| S/N | MDA | Released | Expenditure |
|-----|---|------------------|------------------|
| 1 | Jigawa State Ministry of Agriculture | 607,081,336.50 | 607,081,336.50 |
| 2 | Jigawa Agricultural and Rural Development Authority (JARDA) | 360,620,476 | 359,777,876 |
| 3 | Jigawa Agricultural Supply Company (JASCO) | 3,500,358,252 | 2,881,830,644 |
| | Total | 4,468,060,064.50 | 3,848,689,856.50 |

3.4 Overall Agriculture Budget Analysis

This section reviews the agriculture budget on three crucibles vis, its link with policies, credibility and whether stakeholders had the opportunity to make inputs into the budget.

A. Policy Basis of the Allocations: The value chain approach to agriculture budgeting was missing. The votes mainly focused on planting and harvesting of crops and animal related breeding and vaccination issues. There were hardly any provisions for processing, packaging, storage, promotion of value addition and market intelligence to ensure that farmers get more out of their farm produce. Simple processing equipment like labor saving smoking kiln for fish processing should have been provided for in the budget. Also, climate smart and organic agriculture issues were neglected in the votes.

Budgets contained provisions for the purchase of farm inputs – fertilisers, seeds, vaccines, etc. Lump sum provisions in the vote of JASCO for purchase of agricultural input without indicating the specific inputs, at the cost of N2billion in 2017 is vague. There were provisions for purchase of machineries but the exact nature of the machines was not stated. With the exception of the 2016 and 2018 votes of JASCO where provisions

were made for simple agriculture machines and hardware, walking tractors and tractors, low-cost gender friendly machineries and equipment was missing in the budget line items.

Extension service which is required to disseminate knowledge did not receive adequate attention. With the exception of the procurement of 450 units of motorcycles procured in 2016 at the cost of N81.2million, other provisions for extension service were less than N10million. The budgets contained no links between farmers and the state research institute. Considering the acknowledgement of the inequitable share of public resources that SHWF access from the budget, the need for specific targeting of women in the State budget as anticipated in the Agriculture Promotion Policy and Gender Policy on Agriculture was missing. The budgets were simply gender neutral or gender blind. Although there is no indication that the goats' micro credit distribution scheme was targeted at women, it only came up in 2018 and 2019.

With the agriculture budget as 2.127, 5.63, 5.325, 5.550 and 5.506 percentages of the overall budget votes for the years 2015, 2016, 2017, 2018 and 2019 and a release average of 31.24 percent, the agriculture budget was far-off the 10 percent demand of the Maputo Declaration.

B. Credibility: The computation for appropriation and releases gives the impression that appropriated sums were fully released with little or no variance. This impression is difficult to sustain in the face of the 31.24 percent average release of appropriated votes for agriculture between 2015 and 2019. The absence of detailed reporting from competent authorities on expenditure details of the line items of the agriculture budget also raises issues of credibility in the figures put forward by the MANR. Overall, the agriculture appropriation fails to provide a guide to the actual State expenditure on agriculture.

Furthermore, the poor releases of budgeted funds to the sector will also impact on the adequacy of the funding for the sector. Budgeting for unclear times like the "investigations of Gari/Tomas and Hadejia Rivers to the dry areas" compounds the credibility challenge. While this may be a study related to the rivers but the absence of any follow up activities in subsequent budgets leaves the investigation hanging.

C. Stakeholder Participation: There is no information relating to consultations between the MANR, members of SWOFON or any other women farmers or stakeholder's groups in the State. The participation of SWOFON and other stakeholders would have sharpened the focus on value for money and fitness for purpose in agriculture budgeting. While it is admitted that there are funded budget projects contained in the SWOFON Jigawa State Charter of Demand, the relevance is linked to the general structure of the projects and not by the specific context under which the projects were developed and implemented. The projects were not designed in consultation with SWOFON and they were not listed as target beneficiaries.

Chapter Four

OTHER FUNDING ISSUES AND RESEARCH

This Chapter reviews funding issues from other sources for agricultural activities in the State as well as the costing of the SWOFON Charter of Demand. It also reviews issues around agricultural research and its link to SHWF in the State.

4.1 Funds from Internal and External Loans and Grants

Jigawa State is one of the top recipients of development funding in the agricultural sector from a variety of regional and international development organisations. The State Government has published information on the internal and external funding received for the agricultural sector. The funds are a mix of grants and loans. These funds were accessed by the State Government between 2015- 2020.

Table 26: Funds from Internal and External Loans and Grants

| S/N | Item Descriptions | Approved Estimate | Actual Accessed Sum |
|-----|--|-------------------|---------------------|
| 1 | IFAD | 900,000,000 | 143,850,000 |
| 2 | World Bank / IDA | 1,000,000,000 | 501,000,000 |
| 3 | Islamic Development Bank | 350,000,000 | 0 |
| 4 | Commercial Agriculture Credit Scheme | 5,000,000,000 | 5,000,000,000 |
| 5 | World Bank Loan (Fadama III) | 1,432,000,000 | 383,776,157 |
| 6 | IFAD Credit & Grants for Agriculture and Climate Adaptation | 1,700,000,000 | 947,807,902 |
| 7 | IDB Loan for Integrated Agric. & Rural Development Project | 1,300,000,000 | - |
| 8 | Climate Change and Adaptation Project (IFAD) | 1,369,000,000 | 538,340,004 |
| 9 | Fadama III Development Project (World Bank) | 919,000,000 | 188,751,958 |
| 10 | Integrated Agriculture & Rural Development Project (Islamic Dev. Bank) | 1,400,000,000 | - |
| 11 | Agricultural Transformation Support Project (AfDB) | 1,160,000,000 | 91,352,609 |
| 12 | Sasakawa Agricultural Support Projects | 44,000,000 | 77,926,747 |
| 13 | National Programme for Food Security | 40,000,000 | - |
| 14 | Commercial Agriculture Credit Scheme Projects & Programmes Interventions | 2,000,000,000 | 1,139,418,252 |
| 15 | World Bank Loan (Fadama III), IDB Loan for Integration | 876,000,000 | 94,375,979 |
| 16 | IFAD Loan & Grant | 1,324,000,000 | 538,340,004 |
| 17 | Grants from International Organizations | 24,000,000 | 77,926,747 |
| 18 | African Development Bank Agricultural Transformation Support Project (ATASP) | 1,117,000,000 | 45,676,304 |
| 19 | National Programme for Food Security | 20,000,000 | 0 |

| | | | |
|----|--|----------------|----------------|
| 20 | Commercial Agriculture Credit Scheme Projects & Programmes Interventions | 2,000,000,000 | 1,417,439,152 |
| | Total | 23,975,000,000 | 11,185,981,815 |

Source: Data Released by State Government⁴⁸

A total sum of N23.975 billion was approved for the State within the period under review while the State was able to access the sum of N11.185 billion.

4.2 Central Bank of Nigeria

Information released by the State Government and the Central Bank of Nigeria indicates that between 2015 to 2020, the following funds relevant to agriculture were accessed by the State Government from the CBN.

Table 27: Funds Accessed by Jigawa State Government from the CBN

| S/N | Description | Amount/Year Accessed |
|-----|--------------------------------------|----------------------|
| 1 | CBN 220 MSMEDF | N2billion/2015 |
| 2 | Commercial Agriculture Credit Scheme | N7billion/Multi-year |
| 3 | CBN Social Economic Development Loan | N12billion/2016 |
| | Total | N21 billion |

Source: Data Published by CBN and Jigawa State Government

A. CBN 220BN MSMEDF: Launched in August 2013, the CBN's Micro, Small and Medium Enterprises Development Fund was designed to support small businesses in the country, with particular emphasis on the agricultural sector and with a mandate that every disbursement from the Fund must target 60% women and 40% others – this provision stipulates that women can still benefit from the 40% should they fill up the 60% mandatory allocation. It was expected that the State Government's benefitting from the Fund in 2015 would have positively impacted on SHWF in the State.

The expectations were sadly unmet as SHWF in the State have no history of disbursements from the Fund. Beyond the information available on the disbursement made by CBN, the State Government did not provide any information on the administration and management of the Fund.

B. Commercial Agriculture Credit Scheme: The Commercial Agriculture Credit Scheme was launched by the CBN in 2009 to provide finance for the Nigeria's agricultural value chain – production, processing, storage and marketing and fast-tracking the development of the agricultural sector, enhance national food security and reduce the cost of credit for agricultural production.

⁴⁸ See Jigawa State Government of Nigeria Capital Expenditure Estimates, Functional Classification Listing 2019 and 2020; 2018 Mid-Year Budget Implementation Report - Directorate of Budget and Economic Planning.

The State Government has continued to benefit from the Scheme on a rolling basis and has listed without specifics, the details of projects funded under it. Information gleaned from projects listed as those funded under the Scheme present little, if not negligible, linkage between the needs of SHWF and the funded projects. The Scheme's emphasis on value chain promotion and development provides a window of opportunity for SHWF in Jigawa State to benefit and grow their farming enterprises.

C. CBN Socioeconomic Development Fund: The only piece of information available on this loan indicates it was received in 2015 from the CBN and was used in funding the socioeconomic components of the 2015 budget. This includes the agricultural sector. The CBN Loan of N12 billion was fully drawn by the State Government. However, there is no information on what agricultural projects were funded from it and to what extent SHWF benefitted from such agricultural projects.

D. Nigeria Incentive-Based Risk Sharing System for Agricultural Lending (NIRSAL): The activities of CBN's Anchor Borrowers Programme in the State are not documented in any of the publications from the State Government, neither did NIRSAL provide information on the structure of its intervention in the State beyond stating that they distributed inputs to small scale farmers in the State.

Input distribution has been undertaken by NIRSAL for smallholder farmers in the State on a continuous basis. Beneficiaries include SHWF farmers. However, there is no specific targeting of SHWF in the State. Interactions with a number of SHWF indicates that disbursements from the programme are largely controlled by influential individuals in the State making it near impossible for genuine smallholder farmers to benefit, let alone SHWF and minorities in the State.

4.3 Nigeria Information Technology Development Agency (NITDA)

NITDA in July 2020, launched its National Adopted Village for Smart Agriculture (NAVSA) project to provide seed funding of up to N100,000 per farmer for 130 farmers in Jigawa State. Funded by NITDA and to be supervised by the Federal Ministry of Communication and Digital Economy. The training component is to be managed by the Ministries of Communication and Digital Economy and Agriculture and Rural Development. The project is designed to create a digital platform where key players in the agriculture sector will be able to access extension services from the mobile devices to be distributed to farmers under the Scheme. The extension services information is expected to help the farmers upscale their productivity, reduce the cost of production and facilitate access to local and international markets. Information on gender considerations in selecting the beneficiaries is unavailable. Information gleaned from events organised for the launch of the programme indicates that the programme is designed as a gender neutral programme.

4.4 Federal/State Funded Research Institute

Research is crucial for the improvement of agricultural production, containment of pest and diseases as well processing and storage of farm products. This section explores the links between research institutes and the activities of SHWF.

A. Jigawa State Agricultural Research Institute: Jigawa State Agriculture Research Institute is established and funded by the State Government. The Institute has played a significant role in agricultural seeds multiplication and has also worked on soil survey across the 27 local governments in the State. The Institute has a mandate on research and development, improved farming practices, improved seed varieties multiplication and supporting small scale farmers on managing their farming enterprises.

Interactions with a cross section of smallholder farmers indicates that the Institute has played an appreciable role in supporting smallholder farmers to access high quality agricultural seeds, even though not at the scale in demand across the State. Seeds sourced from the Institute are preferred above those sold at the State input supply company.

The Institute's contribution to SWOFON farming activities in the State is largely around the provision of improved variety of seeds and periodic issue of advisory on climate change related issues. However, it is important to state that there is no information on the ease of access by SWOFON members to the services offered by the Institute. Located outside of the state capital and with no service provisioning centers across the five emirates making up the State, the services rendered by the Institute would be difficult to access by SWOFON members across the State.

The key output of the Institute is on seed multiplication and seed varieties development. This is done at its field research centers in Kazaure and Hadejia. The Institute is hampered by poor funding as it has been unable to transcend from seed multiplication to other sub-sectors of the agricultural value chain in the State.

B. Nigerian Institute for Oil Palm Research: The research institute has a sub-station in the state capital with a mandate to advance research and development of date palm for smallholder farmers in the state. The institute has conducted research undertakings including sprouting of date palm nuts through nursery practices to field establishment and field management, as well as post-harvest activities. The research institute is not directly benefitting SWOFON members in the State as the crop is not among those commonly cultivated by SWOFON members in the State.

4.5 In-Kind Support Services

In addition to the financial interventions provided by the State Government for the sector, there are other non-financial interventions benefitting smallholder farmers in the state. Some were derived from interventions undertaken by the State Government, some others were derived from development partners' programmes and activities in the state. The list of such interventions between 2015-2020 include the following.

A. IFAD Community Seed Development Programme: The community seed production programme supported smallholder farmers across eleven local governments to learn and master the science and art of seed production for major staple crops produced in the State. Select smallholder farmers groups were tutored and supported to manage the seed production project at their communities, and further supported to transfer the acquired knowledge on seed production to other communities across the State. The project has succeeded to a large extent in bridging the knowledge gap on seed production for smallholder farmers in the State. It also supported smallholder farmers to transition from planting grains to sourcing and planting other quality agricultural seeds.

B. IFAD Climate Change Adaptation and Agro Business: The project beneficiaries drawn from seven different local governments were trained on agro chemical spraying techniques, rice and wheat milling, vegetable, and groundnut grinding. The project trained a mix of male and female smallholder farmers. The beneficiaries were supported to further train other farmers within their immediate communities, transferring the knowledge acquired on the project to other farmers in need of the same.

C. NASC State Seed Committee: The National Agricultural Seed Council, in partnership with the State Government, inaugurated a Seed Coordinating Committee in the State. The Committee's mandate among others, include providing farmer associations and clusters with extension service information on safe handling and processing of seeds. The Committee also works with the State Government to provide farmers extension services information on how to source and use improved agricultural seed varieties.

The State Government has funded some other initiatives targeting agricultural extension service improvement from funds received either as grants and or loans, including from the CBN and other development finance institutions. However, the terms and conditions of the funds do not expressly indicate that extension services be incorporated into the activities to be undertaken in the utilisation of the funds. The scenario above applies to funds received from other development finance institutions and has led to very limited funding for extension services in the State.

4.6 Costing of Jigawa SWOFON Charter of Demand

The expressed needs of SWOFON in the State requires proper articulation in terms of costing. This will facilitate the determination of whether the demand is realistic based on available public and private resources and the likely timeframe it will take to meet the demands. It will also lead to prioritisation in terms of parts of the demand that can be met in the short, medium and long terms.

SWOFON members in Jigawa State cultivate a variety of crops with a large majority cultivating an average of two crops - mainly food staples - and cultivate these crops on an average of 1 hectare of land. Table 27 below gives a breakdown of the number of

SWOFON members engaged in the cultivation of seven major crops and a costing of the three major resource requirements they need for each planting cycle.

Table 27: Crop Farmers Resource Requirement

| Crop Type | Total no of Croppers | Seed Requirement | Fertilizer Requirement | CPP⁴⁹ Requirement (4 different types at N4,000 each per farmers) |
|------------------|-----------------------------|-------------------------|-------------------------------|--|
| Rice | 318 | 4,770,000 | 13,992,000 | 5,088,000 |
| Wheat | 450 | 6,750,000 | 19,800,000 | 7,200,000 |
| Beans | 1700 | 25,500,000 | 74,800,000 | 27,200,000 |
| Maize | 1600 | 24,000,000 | 70,400,000 | 25,600,000 |
| Guinea Corn | 2650 | 39,750,000 | 116,600,000 | 42,400,000 |
| Sesame | 100 | 1,500,000 | 4,400,000 | 1,600,000 |
| Groundnut | 282 | 4,230,000 | 12,408,000 | 4,512,000 |
| | | N106,500,000 | N312,400,000 | N113,600,000 |

A. Key Considerations - Agricultural Seeds: Crop farmers in the State require hybrid agricultural seeds that are climate friendly - early maturing and drought resistant. The seeds need to be suited to the agro-ecological zone of the farmers and made available to the farmers at locations with ease of access. Timeliness of access is a key consideration for the members; they require that hybrid agricultural seeds be provided at the right time ahead of each planting cycle. Improved access is also a key consideration for the farmers, they require that the seeds be provided at locations with ease of access. Another key consideration is quality of the seeds; SWOFON members desire access to quality agricultural seeds that would improve their yield and productivity.

The cost projections indicated above is based on going market rates for the 2020 wet planting season. It is based on each member requiring 50kg at the prevailing market price of fifteen thousand (15,000) Naira.

B. Key Considerations – Fertiliser: SWOFON crop farmers require improved access to fertilisers that are best suited to their agro-ecological zones and crop/variety type. The fertilisers are to be available at subsidised rate and at points with ease of access for the SHWF. The cost projection for fertilisers is at the prevailing subsidised rate of five thousand five hundred naira (N5,500) per bag and at eight bags per farmer.

C. Crop Protection Products (CPP): Crop protection products – mix of pesticides and herbicides - are required by the farmers as they help eliminate pests and other harmful insects' attacks on their farmlands. The key considerations for CPPs are pricing, quality, and general information on best-fit approach to using the CPPs.

⁴⁹ CPP means Crop Protection Products.

SWOFON members require that the CPPs be available at market friendly prices and of the right quality considering the peculiarity of pest attacks common in the State. They also require fit-for-purpose extension services information on best-fit approaches for using the products optimally. The cost projection for CPPs is based on each member receiving a combination of four different types of the products at four thousand (4,000) Naira for each of the required CPP.

D. Processing and Mechanisation: Beyond crop cultivation, SWOFON members in the State are also engaged in the processing of agricultural produce for members and non-members within the immediate communities of their operations. Table 25 below provides a breakdown of the processing activities the members are engaged in and the resource requirements for each of the processing clusters. It also includes other drudgery removing equipment.

Table 28: Processing Equipment

| Crop | Cluster size | No of Equipment Required | Unit Cost | Total Cost |
|---------------------------------|--------------|--------------------------|-----------|----------------|
| Groundnut | 1,200 | 3 | 285,000 | N1,026,000,000 |
| Rice | 1,000 | 1 | 800,000 | N800,000,000 |
| Grain Thrashers | 500 | 2 | 150,000 | N150,000,000 |
| Fish smoking kiln | 120 | 1 | 120,000 | N14,400,000 |
| Power tillers and hand planters | 600 | 3 | 160,000 | N288,000,000 |
| | | | | N2,278,400,000 |

Agricultural mechanisation and value addition to agricultural produce is a key concern for SWOFON. This is especially relevant as value addition for produce has the potential to improving productivity and increasing income for the members. The equipment required by processors in the State are to aid mechanisation and value addition for the SHWF.

The total of crop farmers resource requirement (aggregating Tables 27 and 28) is as shown in Table 29.

| Table 29: Total Crop Farmers Resource Requirement | | |
|---|------------------------|---------------|
| S/N | Resource Requirement | Total Sum |
| 1 | Processing Equipment | 2,278,400,000 |
| 2 | Seed Requirement | 106,500,000 |
| 3 | Fertilizer Requirement | 312,400,000 |
| 4 | CPP Requirement | 113,600,000 |
| | | 2,810,900,000 |

The costing of animal husbandry requirement was omitted because SWOFON members are most active in crop production and processing. SWOFON also decided to pursue demands in animal husbandry after the crop component has been met.

Chapter Five

CONCLUSIONS AND RECOMMENDATIONS

5.1 Findings and Conclusions

Agriculture is the main source of livelihood of the Jigawa State population. But the agriculture is heavily reliant upon rainfall and the use of traditional implements. Out of the 2.24 million hectares total land area of the State, about 1.6 million hectares are estimated to be cultivated during the raining season while about 308,000 hectares of the land mass has potential for irrigated cultivation. Currently there are 54,000 hectares of land under irrigation. The State is blessed with a large expanse of agricultural land, rivers and flood plains, suitable for crops, livestock and fish production. Based on this, over 80% of the State's total land mass is considered arable, which makes it one of the most agriculturally endowed States in Nigeria. However, the challenges to improved agriculture productivity in the State are enormous. Women are active participants in the state's agriculture.

Several crops are planted in Jigawa State during the rainy and dry season. Rainy season crops include millet, sorghum, cowpea, groundnuts, sesame, rice, maize, sweet potatoes, bambara nuts, watermelon, cassava, cotton, okra, roselle, and watermelon. Prominent dry season crops include tomatoes, pepper, onions, wheat, sugarcane, carrots, cabbage, lettuce, maize and a host of other leafy vegetables. The livestock include cattle, sheep, goat, camel, horses, donkeys and poultry.

As a part of the Nigerian Federation, Jigawa State is under obligation to implement national and international standards binding on Nigeria. The international and regional standards include the ICESCR, CEDAW, SDGS, the Beijing Declaration, Protocol to the African Charter on Human and Peoples Rights on the Rights of Women in Africa. At the national level, it includes the 1999 Constitution, the Agriculture Promotion Policy, the Gender Policy in Agriculture, the National Gender Policy and the Jigawa State Agriculture and Gender Policies.

The allocation to agriculture was 2.127 percent, 5.633 percent, 5.325 percent, 5.550 percent, 5.506 percent and 7.645 percent for the years 2015, 2016, 2017, 2018, 2019 and 2020 respectively. Thus, the State Government did not meet the 10 percent budget allocation for agriculture demanded in the Malabo Declaration. Furthermore, the releases for agriculture as a percentage of the agriculture vote comes up to 23.8 percent, 16.7 percent, 52.9 percent, 34.1 percent and 28.7 percent for the years 2015, 2016, 2017, 2018 and 2019 respectively. This is an average release of 31.24% for the five years that the released figures are available. However, the releases to the MANR, JARDA and JASCO over the five-year period indicates a superlative performance of almost 100 percent in respect of the line items that may potentially benefit SHWF.

Furthermore, the budget has challenges relating to its policy basis, credibility and stakeholder participation. The link between the budget, policies and plans is weak. This assertion is premised on allocations which do not reflect key policy positions in the value chains approach as well failure to target women farmers in accordance with policy imperatives. The framework to link up the budget with policies is not available. Also, stakeholders did not have the opportunity to contribute to budget formulation during the period under review.

Jigawa State raised non budget funds (loans and grants) for agriculture from sources including the World Bank, IFAD, Islamic Development Bank, African Development Bank, CBN interventions funds, etc. These funds came to a total of N23,975,000,000 (twenty-three billion, nine hundred and seventy-five million). However, the State accessed the sum of N11,185,981,815 (eleven billion, one hundred and eighty-five million, nine hundred and eighty-one thousand, eight hundred and fifteen naira, only). A further N17 billion was raised from the CBN's Socio Economic Development Fund loan and the Micro, Small and Medium Enterprises Development Fund. This further increased the resources available for improving agriculture value chains in the State. Also, the State received in-kind support from the Community Seed Development Programme, IFAD Climate Change Adaptation and Agro-Business Project and the National Agricultural Seeds Committee.

The key output of the Jigawa State Agriculture Research Institute is on seed multiplication and seed varieties development. This is done at its field research centers in Kazaure and Hadejia. The Institute is hampered by poor funding as it has been unable to transcend from seed multiplication to other sub-sectors of the agriculture in the State. It has not substantially impacted on the activities of SHWF.

The total cost of Crop Farmers Resource Requirement is N2.810billion and this covers seed requirements, fertiliser, crop protection products and processing equipment. The Jigawa SWOFON members are mainly into crop production and processing.

5.2 Recommendations

Based on the conclusions and findings, the study makes the following recommendations:

To the Executive

- A.** Develop a gender-responsive budget toolkit or guidelines on mainstreaming gender into agricultural sector budgets.
- B.** Ensure the credibility of the budgeting process through revenue forecasts that are based on empirical evidence and realistic budgets that are based on attainable revenue.
- C.** Open up the budgeting system with stakeholder consultations (especially before budget preparation) including the SHWF.

D. Prepare budgets that have links to policy positions in state, national and international standards and this should specifically include:

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

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

F. Guarantee access to credit - ensure that the State which has already taken advantage of special funds from the CBN, Bank of Industry, Bank of Agriculture, etc., pays its counterpart funds. The State should improve on the transparency, accountability and value for money on the management of these special funds.

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

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

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

To the Legislature

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

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

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

To Civil Society Including SWOFON

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

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

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