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**NANTS Advocacy Series**

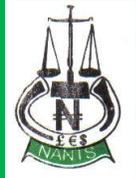
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**Boosting the Nigerian Economy**  
*Using the*  
**2013 Federal Budget for Agriculture**



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**NANTS Agric Advocacy Series**

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# **Boosting Nigerian Economy Using the 2013 Budget for Agriculture**

## **1.0. Background**

The Budget of the Federal Republic of Nigeria or the Appropriation Act is enacted and signed in to law by the National Assembly and the President respectively. This national document guides government spending throughout the year. It represents the government's intentions and political will to effect developmental changes in the society at large. Oftentimes priorities of Government are not backed by adequate allocations.

An estimated 69% Nigerians live in poverty and this translates to about 125 million<sup>1</sup> men, women and children who live on the fringes of society, in need of basic social safety nets and services such as food, housing, education and healthcare. Many of Nigeria's poor are small holder women farmers who practice subsistence farming and produce 90%<sup>2</sup> of food consumed. According to the Nigeria Bureau of Statistics (NBS) 40million Nigerian women live below 1USD a day. It however ironical that Nigeria's 7.75%<sup>3</sup> growth rate is in total disharmony with the poverty indices. Why is macro economic growth not reflected in the people's standard of living?

Agriculture is a key sector of the economy which directly impacts on the lives of ordinary Nigerians. Therefore, if budgetary allocation gives an upper hand to this sector as has clearly been identified in the National Policy documents (such as the Vision 20:2020 National Implementation Plan, the Millennium Development Goals, Agricultural Transformation Agenda, the Maputo Declaration on

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<sup>1</sup> NBS 2010 poverty profile

<sup>2</sup> NEPAD 2002

<sup>3</sup> NBS report on Review of Nigerian Economy 2011 and Economic outlook for 2012-2015

Agriculture, etc.), government will be fulfilling its obligations to Nigerians as well as its international commitments.

Since resources are scarce, it is important that they are allocated in areas that will support growth and impact on the social welfare of people. Previous analysis conducted by NANTS<sup>4</sup> on the 2012 budgetary allocations to agriculture shows lopsided allocation of resources within the sector.

This study aims to review the analyses on government's budgetary allocation for 2012 (lack of in-year reports for 2012 would not allow for appraisal of spending) in a key sector of Agriculture with the further aim of redistributing resources to budget items that have meaningful impact on women and children. For example, the research compares sectors within the Agric budget and propose alternative in favour of women small scale farmers. Where such budget line items cannot be identified, the research proposed programme budgeting for identified programmes of the sector e.g. the fertilizer programme.

Results of this analysis will be developed further into policy briefs or positions papers for the purpose of advocacy engagements with the National Assembly in the months ahead prior to the enactment of the 2013 Appropriation Act.

## **2.0. Introduction**

The direct relationship between agriculture development and achieving the Transformation Agenda of the present Nigerian government is already clearly established and well accepted by all stakeholders. Where there is a gap in understanding and practical action is in linking agriculture development to allocating adequate budgetary resources to the sector. The amount in percentage of 2012 budget allocated to agriculture which stands at about 1.67-2.00% smacks of a nation that pays lip service to the overriding priority of agriculture without 'putting its money where its mouth is'.

Reviewing the 2012 Federal Government of Nigeria budget allocation to agriculture against international development agenda Commitments and Covenants such as the Millennium Development Goals (MDGs) which targets to halve the number of people who live below \$1 dollar a day and live in hunger by 2015, and the Maputo Declaration which mandates African countries to allocate a minimum 10% of public investment (budgets) to agriculture by 2008,

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<sup>4</sup> 2012 Budget Appraisal on Agriculture by NANTS, 2012 Budget Appraisal by Hefund, 2012 Budget Appraisal by CSACEFA

shows that not allocating and properly managing the required resources is a development constraint that is more attitudinal than of resource limitation.

To redress this attitude problem, evidence based advocacy aimed at increasing the percentage of the 2013 and beyond budget that is allocated to agriculture is imperative as much as for increasing the capacity of the budget implementers to execute agriculture projects and programmes that will not only shoot the indicators of the economy such as GDP higher but also improve significantly the lives of over 70million Nigerian men, women and youths who are involved in agriculture and the entire economy.

The aim of this review is to analyse the 2012 agriculture budget and identify weaknesses of the budget in terms of appropriateness or otherwise of budget lines and/or sizes of reasonable ones and propose a redistribution of budgetary resources within agriculture sector in favour of areas that impact most on the lives of the small scale farmers including men, women and youths.

Secondly, the percentage allocation to the sector for the years 2010-2012 will be analyzed for compliance to the Maputo Declaration benchmark. Based upon these review and analysis, we may then draw conclusions and recommendations/advocacy messages that will enrich the engagement of small scale farmers and relevant NGOs with the Appropriation Committees in the National Assembly on the one hand, and to the Ministry of Agriculture on the other.

### **3.0. Objective and Study Outlay**

- i. To review analyses of 2012 budget, identify limitation in the Agriculture sector with a view to proposing redistribution of resources especially in areas that impact on the welfare of small scale farmers (particularly, women).
- ii. Make a trend analysis (graphical) of the budgetary allocations in the last 3 years in comparison with the commitments of Agriculture and the Maputo Declaration.
- iii. Propose alternatives and recommendations to Government for allocations to Agriculture.

<b>Headings</b>		<b>Expected Contents</b>
A	Introduction	<ul style="list-style-type: none"><li>• Brief background to and why and goal of the research</li></ul>
B	Weaknesses of previous	<ul style="list-style-type: none"><li>• Identify wasteful or low priority</li></ul>

	budgets	<p>budget items that do not address the real needs of the people</p> <ul style="list-style-type: none"> <li>• Non-compliance of budgets with National Policy documents, international covenants and frameworks</li> <li>• Ratio of admin to programme budgets is skewed in anti-development manner</li> </ul>
C	Basic information for guiding budgetary patterns	<ul style="list-style-type: none"> <li>• The percentage of Nigerian farmers that are small holders</li> <li>• Their contribution to local food production</li> <li>• The amount of arable land cultivated by small holder farmers</li> <li>• The fertilizer needs to farm that arable land</li> <li>• The seeds and seedlings needs of the farmers</li> <li>• International best practices for agriculture budgets</li> </ul>
D	Proposed Parallel Budget	<ul style="list-style-type: none"> <li>• Detailed itemisation of budget line items and what amounts ought to be allocated to them</li> </ul>
E	Recommendation/Advocacy Messages	<ul style="list-style-type: none"> <li>• Ensure compliance with international standards</li> <li>• Minimize admin budgets</li> <li>• Increase programme budgets</li> <li>• Expunge frivolities</li> <li>• Ensure that budget resources get to target groups, especially the small scale farmers</li> </ul>

#### **4.0. Comparison and Review of 2010-2012 Agriculture Budgets for Compliance to Maputo Declaration Benchmark**

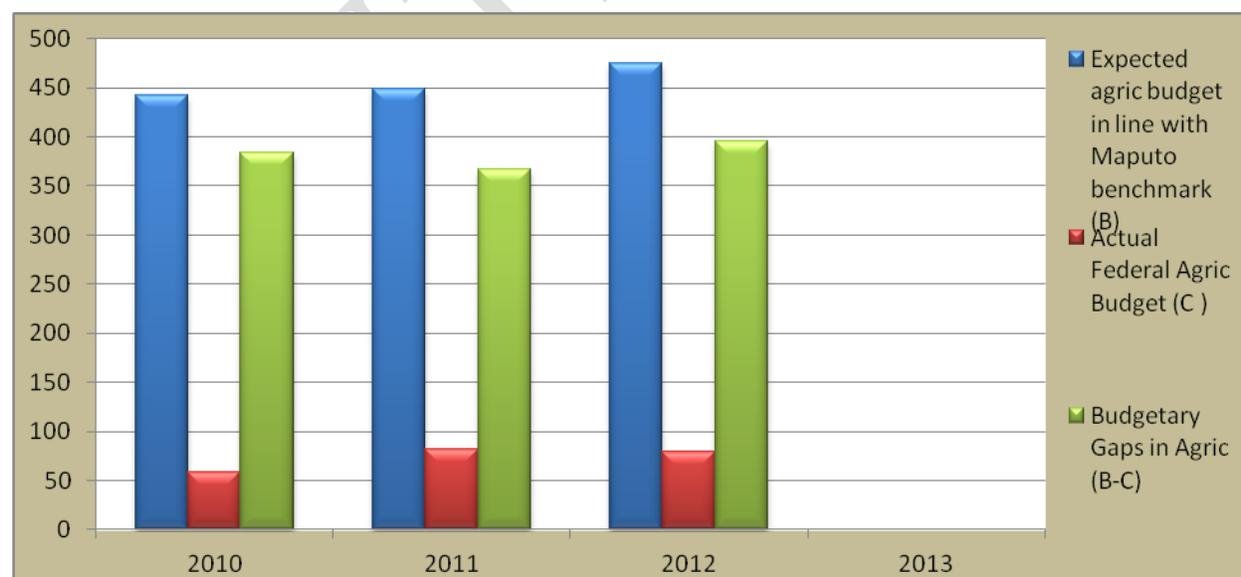
In Maputo Mozambique (July 2003), African Heads of States and Governments of the African Union endorsed a Declaration on Agriculture and Food Security in Africa popularly known as the 'Maputo Declaration'. One of the cardinal components of the Declaration is that African countries will implement increases

in spending on agriculture to at least 10 per cent of their budget by 2008. According to the Declaration such increase in budgetary allocations to agriculture was to help African countries reach a higher path of economic growth through agriculture-led development, which eliminates hunger, reduces poverty, food and nutrition insecurity and enables the expansion of exports.

While noting the significance of the Maputo Benchmark of allocating 10% to agriculture in effecting a rigorous development of the sector, the Declaration was only advisory and non-compliance attracts no stated punishments. So in effect countries allocate budgetary resources as they deem fit and unfortunately, Nigeria happens to be among those not heeding the Maputo advice as shown by the table of facts on public agricultural investment below:

Year	Total Federal Budget (A)	Expected Agriculture Budget in line with Maputo Benchmark (B) (10% of A)	Actual Federal Agriculture Budget (C)	Percentage of (A) that is (C)	Budgetary gaps in agriculture (B-C)
2010	4.427 trillion	442.7 billion	58.768 billion	1.33%	383.932 billion
2011	4.485 trillion	448.5 billion	81.209 billion	1.81%	367.291 billion
2012	4.749 trillion	474.9 billion	78.984 billion	1.66%	395.916 billion

**Table 1:** comparing 3 agricultural budgets with total budgets and Maputo benchmarks



**Chart:** Identifying the gap between Maputo benchmark and actual agric allocations (in billion Naira)

The Table above clearly shows that out of the 4.427 trillion federal budget in 2010, 58.768 billion was allocated to agriculture representing only 1.33%; in 2011 81.209 billion out of 4.485 trillion representing 1.81% was allocated to the agriculture sector; and for 2012, 78.984 billion was allocated to agriculture out of 4.749 trillion representing 1.66%. Reflecting on the above scenario, a lot of issues of concern emerges for analysis.

The first is about compliance with the Maputo benchmark for public investments in agriculture. In none of the years did the FGN allocate the required percentage of the budget to agriculture and this does not augur well for the status of Nigeria in Africa as an economic leader. The percentage allocations of 1.33%, 1.81%, and 1.66% for 2010, 2011 and 2012 respectively against the 10% expected going by the Maputo Declaration only smacks of Nigeria as a bad regional example. Of the 8 countries-Ethiopia, Comoros, Madagascar, Malawi, Mali, Niger, Senegal and Zimbabwe- that met and surpassed the Maputo benchmark in 2008, none is anywhere near Nigeria in terms of resource size.

The argument that Nigeria is beset with more challenges and areas for resource allocation than other compliant countries does not seem to hold water since it is a natural/economic phenomenon that challenges faced by nations are closely related to the amount of resources available to it. What this means is that nations are challenged usually not beyond their natural resources endowments. If this hypothesis is true, then what amount of resources a country allocates to certain areas of challenges (sectors) is a function of its commitment to the sectors. Put differently, budget resources are shared to sectors according to their position on the country's scale of preference. That Nigeria has not complied with the Maputo benchmark is simply because it lacks practical commitment to the sector's development.

Second is that Nigeria is transforming its economy to be among the first 20 economies of the world by 2020 and has designed pathways that place agriculture as the vital vehicle that will transport the economy to that position. One would have thought that for such avowed role for agriculture, the country would place huge emphasis and premium investment on the sector by allocating more resources to it. But to the extent that Nigeria is still allocating budget percentages not exceeding 2% of its total annual budget to a vital sector as agriculture while preaching the expectation of the sector to secure its food and industrial raw material needs and thus drive the economy transformation, is sheer lip service.

Third is that Agriculture budgets are significant for a country with a negative food security profile. For example, about 60.8% of Nigerians are malnourished leading to physical incapacity, susceptibility to infections and death. This malnourishment is a direct consequence of limited access of the poor,

smallholder farmers, children, pregnant women, lactating mothers and the elderly to adequate and nutritious food. Given the need to make more food available to its citizens, the budget becomes a tool for achieving that and the agriculture budget in particular of any country shows how such a nation wants to deal with its food security issues. If indeed Nigeria is keen on boosting its agriculture and thus developing the entire economy, then it has to start allocating at least 10% of its budgets to agriculture.

The fourth point in this part is that a non-cursory review of the 2012 Agriculture budget reveals a lot of frivolous line items and allocations that are simply outrageous insult on any discerning mind. A few of such would suffice as examples. Line items 22020601 and 22020601 provide for security amounting to N42, 928, 532 whereas the Ministry of Agriculture had earlier made a line item for wages and salaries of personnel including security. What security issues would the Ministry of Agriculture deal with that it will allocate such amount of money to 'security? In the budget, one finds line items like Seeds and Seedlings being mentioned severally with no indication whatsoever of the particular seeds or seedlings being referred to. If monies set aside for such frivolous line items are mopped up, they could be rechanneled to line items that contribute to realizing the enormous potentials of the country's agriculture.

Finally, the absorption capacity (capacity to utilize budgets) seems not to be a critical issue for the Ministry of Agriculture and hence, getting higher percentages of the budget seems admissible. The 2011 Fourth Quarter and Consolidated Budget Implementation Report states that of the 31.4billion capital budget allocated to the Ministry of Agriculture, 21.5billion was released and cash-backed and the Ministry as at March 2012 had spent 21.43billion representing 99.6%. So with such a high capacity to utilize budgets, Ministry of Agriculture certainly can manage additional budgetary funds to transform the lives of Nigerians.

## **5.0. Empirical Justification for Increasing percentage of the 2013 Budget to Agriculture**

What we shall do in this section is to provide some statistics about fertilizer as an example of agricultural inputs that are required for Nigerian agriculture and by smallholder farmers in particular. The amount of fertilizer needed for use on the land available for Nigeria for agriculture and their costs is presented to show how the nation needs to increase the 2013 agriculture budget for meeting the costs.

Nigeria has about 85% of its land area as suitable for agriculture meaning that 794,552.8 square metres are available for use for cultivation of crops. But it is well known that not all of this is cultivated annually for various reasons including unavailability of technical inputs such as fertilizer and seeds. The lack exists since about 90% of Nigerian farmers are smallholder farmers with very low financial capability for required investment for fuller agricultural production.

Taking fertilizer as an example, Nigeria requires about 12 million metric tonnes annually for food production. That quantity amounts to 240 million bags of 50kg and a bag costs an average of N2000 and therefore fertilizer costs for the country for the year 2013 should be about N480billion. This represents the amount that the Federal Ministry of Agriculture should use to procure and make fertilizers available to farmers for annual food production. It must be borne in mind that SSFs need the commodity but cannot afford as much as they need, necessitating government procuring and subsidizing the prices to make the commodity affordable to the SSFs.

As can be inferred from the preceding discussion, ideal fertilizer expenditure alone has gulped even more than the expected 10% of the agriculture budget for 2012 and in practice, fertilizer cannot be the only expenditure item for the Ministry of Agriculture and when other costs are computed and added to the budget, it further shoots up the agriculture budget. What this shows is that the public expenditure in agriculture requires far in excess of 10% of the budget to be allocated to it, and this will still be in tandem with Maputo Declaration which makes 10% of the budget as a minimal percentage investment.

For Nigeria, investing whatever the sector meaningfully requires is wisdom given that it will enable the country to attain the much desired food security and realisation of the Transformation Agenda. The ugly alternative is to rely on food importation and when the costs of importing the amount of food that Nigeria currently requires but cannot produce is considered, it may be more efficient to invest sufficiently into the agricultural sector and be self-sufficient.

Another reason why the federal government should increase the budget allocation to agriculture is the recent flood across various food procuring states of Nigeria. The impact of the flood on food production is that crops and farmlands are washed away reducing total yield of agricultural produce and products and will certainly affect food availability and security especially in the year 2013. With an increased budget for agriculture, farmers are likely going to be supported to shift cultivation and adopt new technologies that will mitigate the impact of the floods.

Another related justification for increasing budgetary resources for agriculture in the 2013 is that the flood will likely result in food squeeze and this translates in

practice to less food on the table of most Nigerians. When people are thus hungry, they then to get angry more easily and with increased anger, insecurity may increase. Adequate budgetary allocations to agriculture to reflect the practical challenges of this important area of food provision will be useful to guarantee that food production levels do not drop but rather increase to avert rise in insecurity.

Finally, It has been argued above that Nigeria is a regional leader and therefore plays a role which includes providing food for its citizens and also for some citizens of the Sahel region which depend on it. In a fast globalizing world and given the protocols and conventions that promote free movement of goods including food products, the import of this role can only be increasingly felt. To be able to respond effectively to this situation, additional budgetary resources for agricultural production are necessary.

## 6.0. Pro-Development Model Agriculture Budget

In this section, a parallel budget that simply reviews some aspects of the 2012 agriculture budget lines and suggests budget figures to concerned line items is proposed as a model for 2013 federal agriculture budget. Areas of the budget that shall not be reviewed are basically those that deal with administration of the Ministry believing that the earlier comment about frivolous security budgets for example is enough. The approach is to identify some line items as examples of either unnecessary or over-bloated and then propose their removal or reduction to reasonable figures in subsequent budgets.

S/No	Code	Line items	2012 allocation (N)	Comments & proposal for 2013
01	22020102	Local Travel and Transport: Others	96,220,843	'Others' is vague. It should be broken down or reduced by 50% in 2013
02	22020301	Office stationeries /computer consumables	43,075,424	This amount seems too much for the items since they are procured annually. Reduce by 50%
03	22020501	Local Training	9,416,556	This item is a duplication of 22020101 on Local Travel & Transport and therefore should be removed
04	23010127	Purchase of Agricultural Equipment:	29,516,099,210	This broad heading contains items like Seed (x 1); Seeds (x 4); Seedlings (x 1); seed dressing (x 2);

		on-going projects.		improved seeds (x 1); fertilizer (x 7); Herbicides (x 1); agrochemical (x 2); fungicides (x 2) and without details to distinguish between the items. Similar items are to be grouped together and more specific to allow for clarity in M & E.
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The items mentioned above are only examples and not exhaustive of budget lines that budget crafters consciously create to bamboozle the rest of the citizens. To demonstrate this point, let's dwell on number 4 item in the table with the line item on 'purchase of agricultural equipment: on-going projects' and it should be noted that a larger chunk of the agriculture budget is for this item. Under the item the budget crafters mentioned Seed, Seeds, seedlings, improved seeds, and improved cutting varieties and allocated billions on naira to them individually.

A basic knowledge of agricultural science studies shows all the items are similar and used for one purpose- propagating the crops. The crafters should have stated which seeds or seedlings such as cowpea or maize so that monitoring and evaluation can be done to decide whether or not the worth of those specific propagation materials were purchased and distributed. Similarly, the allocation of monies to items such as fungicides, agrochemicals and herbicides without specifying which is not proper in a pro-development budgeting process and as a country, Nigeria needs to move away from such budgeting practices. The same issues are highlighted for fertilizer.

The total amount allocated for fertilizer procurement is N8, 138,165,956 and going by the amount already established as costs of Nigeria's annual fertilizer which is N480billion, there is a gap of N471.9billion. While this proposed budget for fertilizer is huge, it should be noted that fertilizer is an important input into crop production that meeting our food security needs depend largely on procuring enough of the input commodity through filling the budgetary gap. Sources of money for filling the gap are funds mopped up from budgetary line items that have been identified as vague, excess, or duplicated within the Ministry of Agriculture's budget.

Furthermore, there are other budget lines within the overall federal budget that fall into the same category of vague, excess or duplicated items. For example, the provision of N896 million for items associated with meals and refreshment in the Presidency including the presidential family's feeding; state banquets, reception for visiting Heads of State and dignitaries, meals for cabinet members

weekly meetings, Monthly National Executive Council (NEC) and National Council of States (NCS) meetings etc.

For further analytical illustration, what the figure of N896 million amounts to on daily basis is N2.44m and it is not on daily basis that meetings of NEC or NCS are held, neither does the nation have state dignitaries visiting every day and even if it did, the amount of N2.44m is rather too high for meals and refreshment. This line item is not progressive given the vouched determination of the present administration to transform the economy which requires prudent expenditure of resources. This overblown budget and others like it needs to be reviewed downwards and such excesses re-channelled to real sectors such as agriculture and of course to fertilizer procurement.

Based on the analysis above, it is proposed that the following line items in the budget for the Ministry of Agriculture should follow this pattern to reflect Nigerian's commitment to the sector.

S/No	Code	Line Item	2012 allocation	2013 proposed model allocation
01	220201	Travel & Transport-General	165,793,221	82,896,610.5
02	220202	Utilities-general	71,374,178	14,274,835.6
03	220203	Materials & supplies-General	61,110,427	30,555,2138.5
04	220204	Maintenance Services-General	40,446,595	20,223,297.5
05	220205	Training –General	16,318,360	0.00
06	220206	Other services-General	64,361,788	32,180,894
07	220207	Consulting and Professional Services	8,154,133	8,154,133
08	220208	Fuel & Lubricants	17781512	8,890,756
09	23020101	Construction/provision of office building	500,000,000	0.00
10	23020113	Construction/provision of agricultural facilities	5,914,140,790	2,957,070,395
11	23020114	Construction/provision of Roads	0.00	0.00
12	23020118	Construction/provision of infrastructure	570,000,000	285,000,000
13	23050101	Research and Development	3,850,000,000	1,925,000,000
14	23050102	Computer software acquisition	300,000,000	0.00
15	23050103	Monitoring and	540,000,000	270,000,000

		Evaluation		
16	23010127	Purchase of Agricultural Equipment: On-going Projects	29,516,099,210	501,416,099,210

The above suggested model is to ensure that more budgetary resources are allocated to items that directly increase food production and therefore food security. It can also be argued that the same trend be applied not only to the agriculture budget but also to others with similar characteristics.

## **7.0. Recommendations and Key Advocacy Messages**

### **7.1. Agric Investment kick-starts Transformation:**

The Federal Government of Nigeria should increase budgetary allocation to agriculture to the tune of a minimum of 10% of the total federal budget in 2013. This will increase resources for developing the sector and make it better positioned to play the role of foundation for the transformation that Nigeria is seeking through its Transformation Agenda.

### **7.2. Insufficient Resources cannot be Tenable for Agric Sector:**

Food on the table of the poor and indeed every citizen is key for any transformation. There should be an attitudinal change to demonstrate more commitment to the agriculture sector by the government since allocations to sectors reflects how much government is committed to the development of the sector. Such excuses as insufficient resources to meet the needs of sectors that are agreed to be fundamentally important to the fuller development of the Nigeria are no longer tenable. If agriculture is priority, the nation should demonstrate that through its budgets.

### **7.3. Showing a good Example through the Maputo Declaration**

The federal government should be guided by the International Covenants and Declarations that it signs and ratifies such as the Millennium Pledge and the Maputo Declaration since it is a frontline nation in Africa and should be a good example to other smaller economies and hence worthy of continental leadership. In respect of the Maputo Declaration, so doing will help it to eradicate hunger, poverty, and diseases among its citizens while also

transforming its overall economy to become part of the first 20 biggest economies by 2020.

#### **7.4. Fertilizer to Small Holder farmers**

The federal government should allocate about N480billion in 2013 to procurement and distribution of fertilizers to smallholder farmers based on the empirical assessment of the commodity needs of the country. It implies that the budget for the sector should be largely increased by mopping funds from excess, vague, frivolous and inefficient budgetary line items in the overall budget and within that of the sector

#### **7.5. Proper Channelling of Inputs:**

The Ministry of Agriculture should ensure that it channels the inputs such as fertilizer, seeds and other propagating materials and agrochemicals to real farmers who produce food and not to political farmers who hijack the inputs distribution chains for selfish gains. Particular attention should be paid to smallholder 'real' farmers because they produce about 90% of the foods consumed locally in the country and are often challenged by lack of funds to procure the inputs that they need in the right quantity and form.

#### **7.6. Break down the Budget:**

The Federal Government and the Ministry of Agriculture in particular should breakdown its budget line items to specifics as much as possible because having budget items as seeds without specifying which of them leaves room for abuse of the budget.

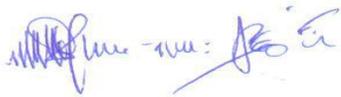
### **8.0. Conclusions**

Given the fact that Nigeria voluntarily ratified the Maputo Declaration, it should demonstrate leadership in the African continent and allocate at least 10% of its federal budget in 2013 to agriculture and given the peculiar size of the country's population that has to be fed from its agriculture and the country's aspiration to transform through agriculture, it can go beyond and allocate much more to the sector. When such increase in allocation is achieved, the Ministry of Agriculture should ensure that sufficient inputs are procured and distributed to smallholder

farmers and this will ultimately lead to hunger, poverty and disease reduction in Nigeria.

As noted, this advocacy has asked that a phenomenal N501, 416,099,210 be allocated to purchase and procurement of such inputs as fertilizer and crop propagation materials and others to ensure that SSFs are supported to produce enough food for Nigerians and her Sahel region neighbours. If indeed Nigeria means to use agriculture as a vehicle for transforming its entire economy, there is need to invest accordingly in the sector.

For **NATIONAL ASSOCIATION OF NIGERIAN TRADERS - NANTS**



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