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2023–2025 Agriculture Sector Public Expenditure Performance Dashboard and Business Case Political Economy Analysis of Agricultural Budget Return on Investments for Internally Generated Revenue and Job Creation in Nigeria

Analysis of Agriculture Budgetary Allocations and Performance

The total national budget from 2023 to 2026 shows an increasing trajectory that is accompanied by a lower share of allocation to the agriculture sector that is below the global benchmark recommendation and the estimated average for Sub-Saharan African countries by the AfDB. The national aggregate budget increased from **N37.88 trillion in 2023 to N107.73 trillion in 2026.** Although the share of allocation to the agriculture sector as a percentage increased from **1.91% in 2023 to 4.46% in 2025 and 4.58% in 2026**, it remained below the Maputo recommendation of 10%. The national budget is the sum of planned government spending for the FCT, the 36 states and the Federal Government of Nigeria for the reference period.

Fig 1: Trend of Total National Budget (FCT, 36 States and the FGN) in trillions: 2023 - 2026

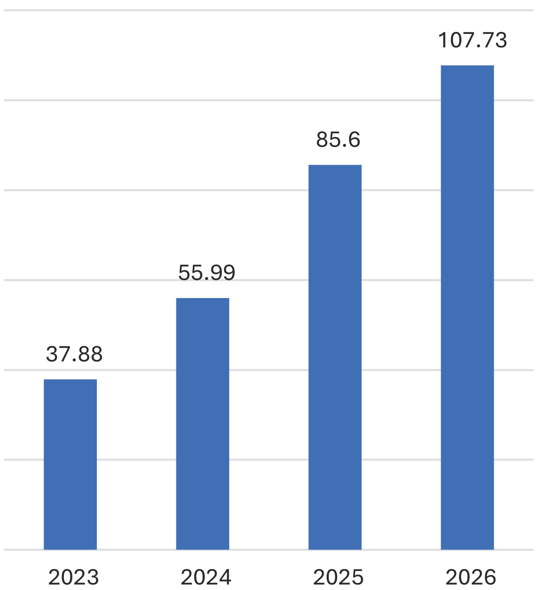
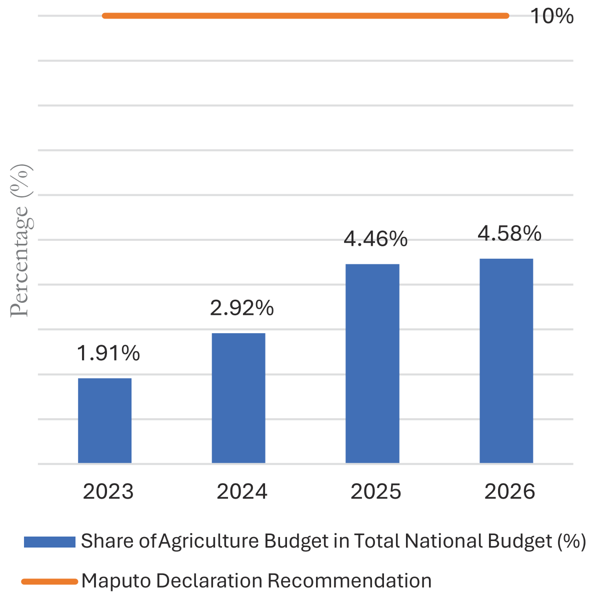
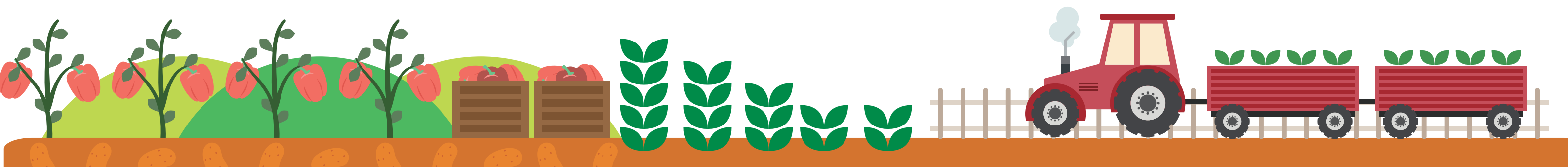


Fig 2: Share of Aggregate Agriculture Budget in Total National Budget (%)



While allocation to the agriculture sector includes the recurrent and capital components, prioritising public investment in the agriculture sector requires increased commitment to the capital component. Within the agriculture budgets of states, the FCT, and the federal government, there is a prioritisation of planned spending for the capital budget. All the states allocate between 50% and 98% of their agricultural budgets to capital projects. However, the level of implementation of the capital budget has been poor over the years, creating missed opportunities for internal revenue generation and job creation.



For instance, based on 2024 agriculture capital budget performance, the seventeen states with less than **50%** agriculture capital budget performance, have more than **56%** of their agriculture budget allocated to agriculture capital projects.

Fig 3: % Share of total Agriculture Budget Allocated for Capital within the Agriculture Budget in 2026 Approved Budget for States, the FCT and the Federal Government

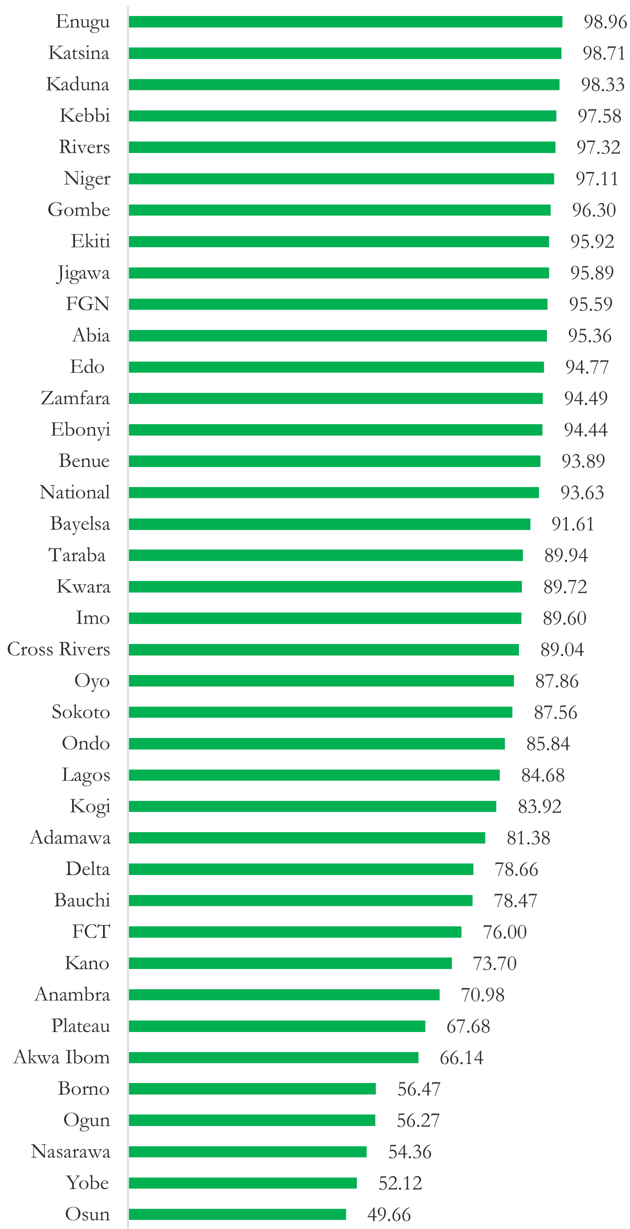
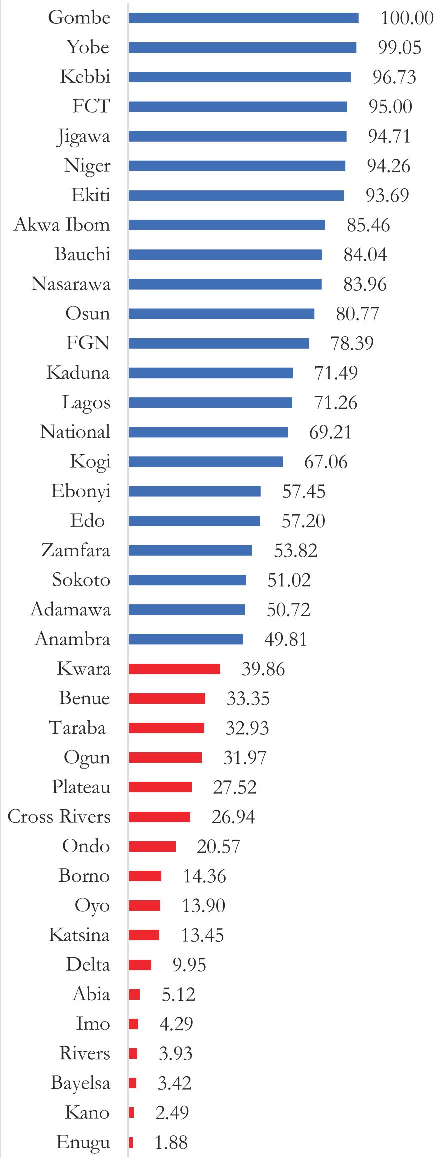
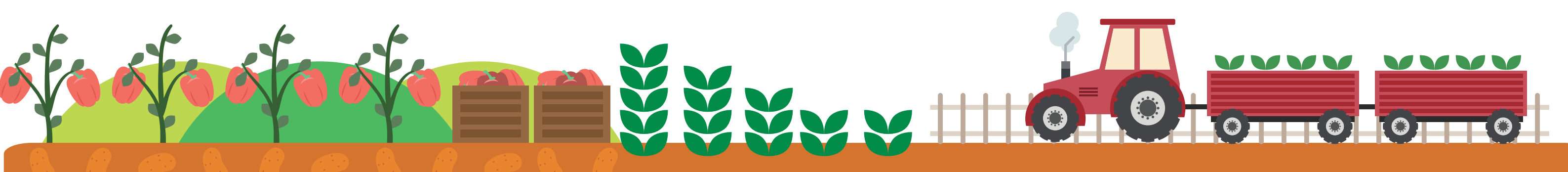


Fig 4: 2024 Agriculture Capital Budget Performance (Actual agriculture capital as a percentage of budgeted agriculture capital) for States, FCT and the Federal Government





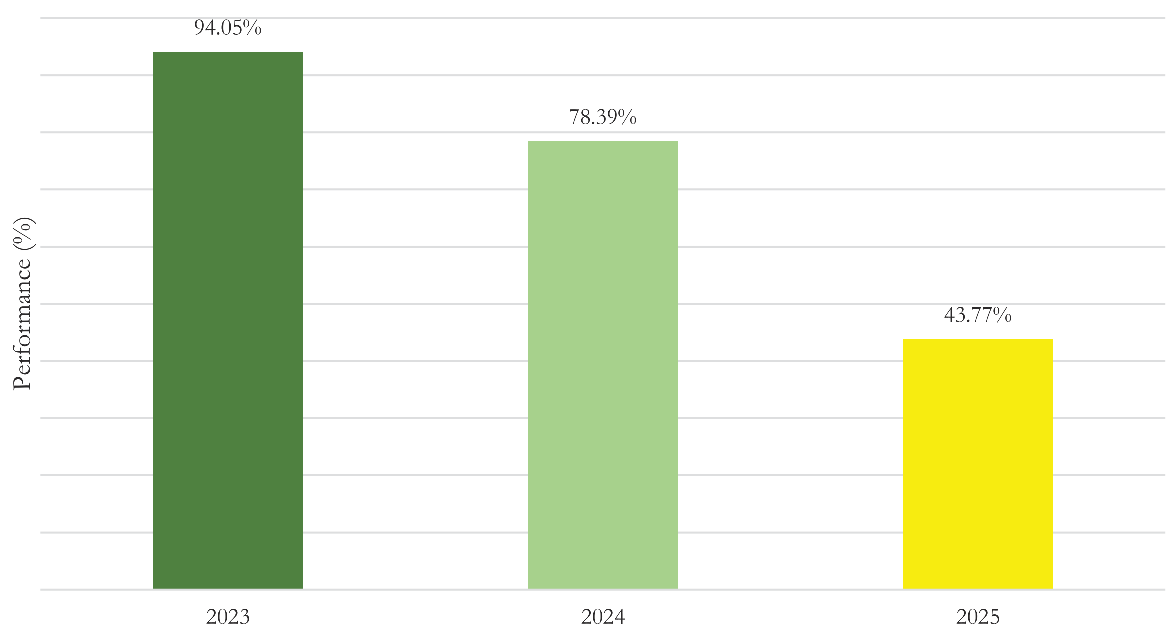
Agriculture budget performance as a percentage of total capital budget also shows that while the share to agriculture is increasing, the actual share of agriculture budget performance as a percentage of total budget is declining with widening poor performance variance.

While the FGN have enhanced institutional arrangement for agriculture and livestock funding, releases for capital budget implementation remains a critical draw back. Although the percentage of budget implementation for FGN agriculture capital budget **in 2023 attained 94.05%, it declined to 78.39% in 2024 and to 43.77% in 2025**.

Table 1: Performance of FGN Agriculture Capital Budget (CAPEX): 2023 - 2025			
Year	FGN Agric CAPEX	Actual FGN Agric CAPEX	Performance (%)
2023	341,570,705,889	321,255,319,406	94.05
2024	886,652,814,701	695,050,842,156	78.39
2025	2,073,284,583,650	907,449,690,541	43.77

Source: BoF , Note: 2025 includes Budget for Livestock

Fig 5: Performace of FGN Agriculture Capital Budget (CAPEX): 2023 - 2025



Assessment of the agriculture budget performance for states and the FCT also shows while most states are committed to implementation of the agriculture capital budget, there is little that can be attained with the size of allocation for capital budget the sector receives from these states.

Table 2: Agriculture Capital Budget Allocation and Actual Expenditure for the 36 States and the FCT (2023 -2025)						
States	2023		2024		2025	
	Budgeted	Actual	Budgeted	Actual	Budgeted	Actual
Abia	2,009,198,000	4,077,000	6,219,695,000	318,173,479	16,684,038,270	538,509,835
Adamawa	5,153,250,811	58,855,033	6,626,175,580	3,360,822,723	12,814,500,000	3,318,777,645
Akwa Ibom	9,078,746,000	633,500,000	8,341,500,000	7,128,500,000	27,500,000,000	NA
Anambra	2,045,357,129	797,100,000	2,725,050,000	1,357,364,660	1,376,000,000	0.00
Bauchi	1,748,370,628	821,596,210	12,062,361,103	10,137,709,612	17,225,135,628	13,060,468,361
Bayelsa	6,500,000,000	6,198,419,051	13,700,000,000	468,931,500	18,310,000,000	15,083,559,930
Benue	8,111,544,431	689,703,120	19,229,547,035	6,412,842,118	26,063,360,247	NA
Borno	6,623,020,000	295,426,320	33,493,722,000	4,809,873,026	16,836,000,000	23,913,667,321
Cross River	1,800,584,650	239,000,000	5,879,887,611	1,584,053,000	10,696,201,361	2,718,805,375
Delta	13,989,918,635	203,174,944	773,905,500	77,028,855	1,823,056,192	1,793,056,192
Ebonyi	3,440,000,000	320,000,000	10,506,510,000	6,036,243,240	8,283,530,000	5,181,521,200
Edo	3,605,457,200	2,822,068,691	3,050,000,000	1,744,450,413	24,369,000,000	7,553,184,651
Ekiti	863,903,260	801,859,270	16,485,293,807	15,445,768,297	26,128,203,053	20,928,292,463
Enugu	4,735,289,800	336,391,000	1,629,154,672	30,700,000	40,000,761,000	5,594,745,659
FCT	3,940,000,000	2,048,800,000	3,792,000,000	3,602,400,000	4,000,000,000	3,800,000,000
Gombe	5,153,550,000	4,936,540,005	14,846,500,000	19,541,105,372	57,354,000,000	13,570,865,742
Imo	4,811,023,611	0	10,141,732,612	435,187,250	50,020,000,000	12,144,913,806
Jigawa	9,128,900,000	401,144,477	37,849,900,000	35,846,876,989	61,796,810,000	44,199,013,354
Kaduna	722,687,405	701,600,000	33,394,680,035	23,872,752,016	48,334,017,293	25,496,597,852
Kano	18,829,744,114	731,480,000	8,701,214,435	216,850,000	20,371,861,571	11,927,050,509
Katsina	11,765,292,049	7,051,139,402	40,035,180,290	5,386,652,607	34,538,701,479	17,953,580,853
Kebbi	15,614,862,000	10,290,429,736	23,001,919,750	22,250,463,875	60,661,592,925	12,158,800,000
Kogi	3,527,529,696	895,829,696	7,317,581,188	4,907,246,300	13,276,235,235	8,267,585,785
Kwara	3,547,125,000	1,970,265,673	9,619,366,400	3,834,347,662	4,913,047,800	819,699,279
Lagos	30,955,207,454	29,404,449,191	36,222,874,999	25,813,376,904	55,221,857,514	55,221,857,513
Nasarawa	4,784,656,685	4,288,334,239	25,678,957,582	21,560,751,371	14,449,900,000	9,084,684,093
Niger	7,870,008,626	2,442,834,565	29,292,968,210	27,611,262,088	112,570,190,666	34,163,826,228
Ogun	8,222,433,314	304,927,211	7,267,329,039	2,323,395,291	32,587,130,160	6,093,945,558
Ondo	17,323,953,000	4,036,515,937	15,203,911,000	3,126,748,038	2,639,893,000	77,599,000
Osun	2,084,687,440	1,631,116,175	3,792,453,000	3,063,231,114	4,563,803,710	528,677,500
Oyo	5,818,260,000	1,208,351,922	8,132,500,000	1,130,400,549	15,200,115,000	3,652,106,931
Plateau	2,905,175,438	58,356,900	9,462,531,177	2,604,205,150	27,073,929,821	25,972,561,142
Rivers	17,130,000,000	104,950,000	20,311,574,255	799,111,305	30,954,421,685	NA
Sokoto	17,950,232,000	13,122,175,034	32,232,633,949	16,446,090,855	11,767,260,500	7,644,663,790
Taraba	6,715,984,192	4,238,713,985	32,077,295,326	10,564,563,210	13,408,295,736	2,320,562,331
Yobe	2,529,837,000	1,330,990,394	22,426,837,000	22,212,747,958	4,695,415,000	4,694,912,543
Zamfara	8,343,000,000	3,843,481,431	12,050,000,000	6,485,844,469	16,715,000,000	7,903,059,381
National	279,378,789,568	109,263,596,612	583,574,742,556	322,548,071,296	945,223,264,847	407,381,151,822

Source: States and FCT Budget (2023 – 2025)

DASHBOARD FOR AGRICULTURE PUBLIC EXPENDITURE PERFORMANCE

The score used for the dashboard is presented in Table 3. The number of states with low performance (red on the dashboard) in 2024 and 2025 shows that agriculture capital budget implementation stagnated in 2025 after recording an improvement in 2024 from 2023.

Table 3: Score Rating used for the Dashboard of states performance for agriculture budget implementation (36 states and the FCT)				
		2023	2024	2025
Red: Low Performance: (0% – 33%)		19 of 37	16 of 37	16 of 37
Yellow: Medium Performance: (34% - 66%)		9 of 37	7 of 37	8 of 37
Green: High Performance: (67% - 100%)		9 of 37	14 of 37	10 of 37

Note: there was no data available as the time of this analysis for agriculture actual release for three states: Akwa Ibom, Benue and Rivers States.

The number of states with green (high performance score), which increased from 9 to 14 in 2024, shows improvement in the number of states with high implementation of agriculture capital budget in 2024. However, this number declined to 10 in 2025, with no data available for three states.

Perhaps the overall assessment of a stagnated situation with agriculture capital budget implementation is shown by the number of states with medium scores on the dashboard. In 2023, the number of states with medium performance was 9 of 37. This number decreased to 8 of 37 in 2025, with no data for three states. The dashboard for agriculture capital budget implementation by states, the FCT, and the federal government from 2023 to 2025 is presented in Table 4 and Table 5.

Table 4: Agriculture Sector Capital Budget Implementation for States and FCT: 2023 – 2025						
States	2023	2024	2025	Score23	Score24	Score25
Abia	0.20%	5.12%	3.23%			
Adamawa	1.14%	50.72%	25.90%			
Akwa Ibom	6.98%	85.46%	NA			NA
Anambra	38.97%	49.81%	0%			
Bauchi	46.99%	84.04%	75.82%			
Bayelsa	95.36%	3.42%	82.38%			
Benue	8.50%	33.35%	NA			NA
Borno	4.46%	14.36%	142.04%			
Cross Rivers	13.27%	26.94%	25.42%			
Delta	1.45%	9.95%	98.35%			
Ebonyi	9.30%	57.45%	62.55%			
Edo	78.27%	57.20%	31%			
Ekiti	92.82%	93.69%	80.10%			
Enugu	7.10%	1.88%	13.99%			
Gombe	95.79%	131.62%	23.66%			
Imo	0%	4.29%	24.28%			
Jigawa	4.39%	94.71%	71.52%			
Kaduna	97.08%	71.49%	52.75%			
Kano	3.88%	2.49%	58.55%			
Katsina	59.93%	13.45%	51.98%			
Kebbi	65.90%	96.73%	20.04%			
Kogi	25.40%	67.06%	62.27%			
Kwara	55.55%	39.86%	16.68%			
Lagos	94.99%	71.26%	100%			
Nasarawa	89.63%	83.96%	62.87%			
Niger	31.04%	94.26%	30.35%			
Ogun	3.71%	31.97%	18.70%			
Ondo	23.30%	20.57%	2.94%			
Osun	78.24%	80.77%	11.58%			
Oyo	20.77%	13.90%	24.03%			
Plateau	2.01%	27.52%	95.93%			
Rivers	0.61%	3.93%	NA			NA
Sokoto	73.10%	51.02%	64.97%			
Taraba	63.11%	32.93%	17.31%			
Yobe	52.61%	99.05%	99.99%			
Zamfara	46.07%	53.82%	47.28%			
FCT	52%	95%	95%			
36 States & FCT	***39.02%***	***50.14%***	***49.81%***			
Red: Low Performance: (0% – 33%)				19 of 37	16 of 37	16 of 37
Yellow: Medium Performance: (34% - 66%)				9 of 37	7 of 37	8 of 37
Green: High Performance: (67% - 100%)				9 of 37	14 of 37	10 of 37

The dashboard for the federal government shows high implementation agriculture budget in 2023 And 2024 but declined to medium in 2025.

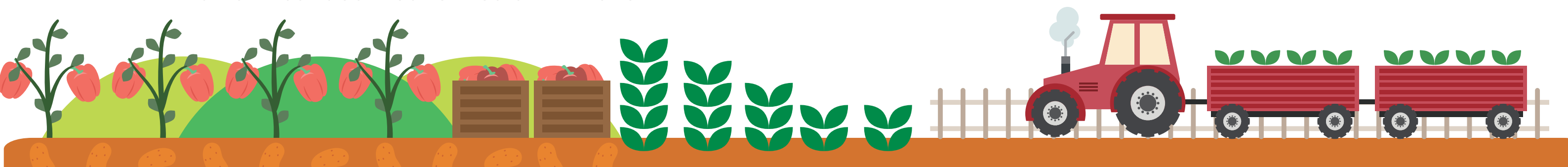


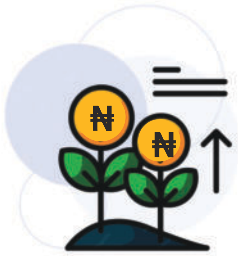
Table 5: Agriculture Sector Capital Budget Implementation for Federal Government: 2023 – 2025						
States	2023	2024	2025	Score23	Score24	Score25
FGN	94.05%	78.39%	43.77%			

BUSINESS CASE POLITICAL ECONOMY ANALYSIS OF THE EFFECTS OF AGRICULTURE INVESTMENTS

The analysis of the effect of agriculture budget investments on the 36 states, FCT, and the federal government is done in two perspectives: (1) effect on Internally Generated Revenue (IGR) and (2) employment generation.

Agriculture Budget Investments Return on Investments (ROI) on Internally Generated Revenue (IGR)

The estimation for IGR shows that increasing agriculture capital budget allocation and ensuring implementation of at least N15 billion can increase IGR by between 6.22% and 618.07% across states and the FCT.



To estimate the gain to IGR, the report estimated a baseline cross-sectional regression model using the 36 states, and the FCT. The baseline model yielded statistically significant coefficients and goodness of fit that also shows a positive relation between IGR and capital investment in the agriculture sector. The baseline model was then simulated for N15 billion level of implementation of agriculture budget. The F-statistic for the overall model was significant at the 1% critical value. Likewise, the t-statistic was significant at the 1% critical value for the estimated coefficients[1].

The result shows that if States and the FCT spends N15bn on time in strategic areas of investments which include Extension Services, Access to Credit, Women in Agriculture, Youth in Agriculture, Appropriate Labour-Saving Technologies, Inputs, Post-Harvest Losses Reduction Supports (processing facilities, storage facilities, trainings, market access, etc.), Climate Resilient Sustainable Agriculture (CRSA)/Agroecology, Nutrition, Irrigation, Research and Development, Monitoring and Evaluation, as well as Coordination, the highest gain will go to Kebbi, Yobe, Zamfara, Gombe and Ekiti states. The estimation shows that the IGR of Kebbi State will increase by 618.07%, Yobe by 525.4%, Zamfara by 467.33%, Gombe by 308.23% and Ekiti by 301.34%.

The IGR in the FCT, Lagos, Enugu, and Ogun will record the lowest gains but will see their IGR increase by 23.06% for the FCT, 6.22% for Lagos, 22.47% for Enugu, and 18.45% for Ogun.

[1]See Appendix for the statistical model used for the simulation of resultant effects of N15 billion investment on IGR and job creation.

Table 6: % Gain to IGR by increasing Agriculture Capital Expenditure implementation by N15 billion in the 2026 National Budget			
States	Approved IGR projection in 2026 (N' billion)	Resultant Effect on IGR from N15 billion AgricCapex Implementation	% Gain
Anambra	72,000,000,000	110,920,584,669	54.06
Adamawa	35,843,944,797	86,270,531,329	140.68
Osun	199,576,229,320	252,083,868,421	26.31
FCT	304,211,400,000	374,375,528,271	23.06
Kwara	89,112,818,789	163,677,022,984	83.67
Ondo	47,669,000,000	123,621,029,284	159.33
Delta	220,000,000,000	297,482,923,736	35.22
Nasarawa	59,844,093,791	140,668,851,785	135.06
Yobe	16,132,000,000	100,888,878,882	525.40
Kogi	43,985,216,392	130,051,250,723	195.67
Kano	138,436,083,278	225,761,055,717	63.08
Imo	281,755,391,177	369,688,861,488	31.21
Bayelsa	82,242,566,496	172,341,142,699	109.55
Sokoto	74,515,015,322	166,230,611,880	123.08
Bauchi	63,549,438,576	157,666,514,691	148.10
Ogun	512,069,414,056	606,569,752,108	18.45
Benue	80,715,412,449	177,462,303,804	119.86
Cross River	53,355,227,477	150,547,774,331	182.16
Oyo	160,871,401,976	260,104,516,868	61.68
Ebonyi	49,712,897,574	159,121,768,817	220.08
Borno	44,300,801,000	159,266,344,890	259.51
Taraba	58,556,853,000	177,944,089,035	203.88
Gombe	39,926,596,204	162,991,334,935	308.23
Akwa Ibom	150,000,000,000	274,290,692,742	82.86
Rivers	264,368,639,655	389,038,447,771	47.16
Plateau	66,852,797,733	194,102,663,275	190.34
Ekiti	45,455,732,247	182,431,648,865	301.34
Abia	223,476,987,630	364,664,050,926	63.18
Edo	159,938,144,457	304,636,460,762	90.47
Jigawa	76,385,998,000	236,683,073,399	209.85
Lagos	2,791,509,565,767	2,965,271,744,134	6.22
Katsina	88,943,299,913	269,029,793,400	202.47
Niger	133,267,978,075	317,752,659,757	138.43
Zamfara	40,064,589,000	227,297,855,123	467.33
Enugu	870,747,465,000	1,066,441,436,771	22.47
Kebbi	32,303,073,684	231,958,876,478	618.07
Kaduna	117,787,217,092	327,566,644,238	178.10

Effects of Agriculture Budget Investments on Job creation

With increased allocation and implementation of at least N15 billion capital expenditure by each State and the FCT in the agriculture sector in 2026, Nigeria stands to create a total of 1,429,398 direct jobs through the agriculture sector in the 2027. By States, Kano, with an estimated unemployment of 447,967 in 2023 according to NBS data, will create 157,147.71 jobs thus reducing unemployment by 35.08%.

The job creation for Benue state based on N15 billion investment in agriculture, will create jobs that will reduce its unemployed population by 32.23%. The evidence also shows that Rivers state will create 105,819 jobs by investing at least N15 billion in agriculture, while Taraba will reduce unemployment by 26.93%.

Table 7: Number of Unemployment in States and direct Jobs to be created if N15 billion minimum is invested in agriculture

State	Unemployment	Number of Jobs to be Created	% of Job Creation
Abia	362,014.00	84,080.06	23.23
Adamawa	52,371.00	27,818.60	53.12
Akwa Ibom	113,014.00	29,383.31	26.00
Anambra	121,609.00	76,299.61	62.74
Bauchi	148,999.00	49,137.72	32.98
Bayelsa	62,726.00	21,446.93	34.19
Benue	47,894.00	15,435.77	32.23
Borno	144,456.00	40,197.60	27.83
Cross Rivers	60,611.00	19,459.33	32.11
Delta	177,999.00	68,757.85	38.63
Ebonyi	37,983.00	11,030.19	29.04
Edo	89,665.00	20,372.36	22.72
Ekiti	75,841.00	18,096.61	23.86
Enugu	113,729.00	19,611.30	17.24
FCT	150,276.00	62,734.88	41.75
Gombe	148,568.00	38,964.04	26.23
Imo	241,110.00	84,102.57	34.88
Jigawa	97,533.00	20,203.80	20.71
Kaduna	100,231.00	16,199.41	16.16
Kano	447,967.00	157,147.71	35.08
Katsina	108,312.00	20,169.86	18.62
Kebbi	39,105.00	6,618.70	16.93
Kogi	50,573.00	17,952.66	35.50
Kwara	72,350.00	28,807.34	39.82
Lagos	365,189.00	70,277.32	19.24
Nasarawa	7,017.00	2,620.75	37.35
Niger	93,626.00	17,051.36	18.21
Ogun	260,361.00	85,573.44	32.87
Ondo	131,595.00	51,641.75	39.24
Osun	58,031.00	29,977.12	51.66
Oyo	81,411.00	25,685.37	31.55
Plateau	151,035.00	38,465.59	25.47
Rivers	408,089.00	105,819.01	25.93
Sokoto	31,454.00	10,597.84	33.69
Taraba	27,986.00	7,536.69	26.93
Yobe	52,431.00	18,845.71	35.94
Zamfara	62,776.00	11,277.71	17.96
Total		1,429,398	30.75%

Federal Level Effect on Job Creation and IGR

The 2026 budget for the agriculture sector (that is allocation to agriculture and livestock) holds great opportunities for the growth and development of the nation's economy, but full commitment to the implementation of the budget is required to harness the opportunities. The 2026 federal government allocated a total of N3.587 trillion for capital budget for the agriculture sector.

While this amount should be increased, our estimation shows that if the federal government fully implements this amount to address critical aspect of needs in the sector, it will create jobs that will reduce national unemployment by 22%.

Table 8: Allocation to the Agriculture Sector (Agriculture and Livestock) in the 2026 Federal Government Budget						
Component	2026 Proposed (Appropriation Bill)			2026 Approved Budget (Appropriation Act)		
Component	Agriculture	Livestock	Total	Agriculture	Livestock	Total
Personnel	136,264,346,724	14,439,616,415	150,703,963,139	136,264,346,724	14,439,616,415	150,703,963,139
Overhead	11,256,793,867	3,604,272,870	14,861,066,737	11,256,793,867	3,604,272,870	14,861,066,737
Capital	1,300,452,463,830	63,142,282,214	1,363,594,746,044	3,427,147,237,462	159,592,282,214	3,586,739,519,676
Total	1,447,973,604,421	81,186,171,499	1,529,159,775,920	3,574,668,378,053	177,636,171,499	3,752,304,549,552

Based on 2023 NBS data, this will create about 2,110,212 jobs. This will also increase the federal government's internally generated revenue by 12.076 trillion.

Whereas independent federal government revenue in the 2026 budget accounts for 11.68% of total projected revenue for the 2026 FGN budget, prioritising and ensuring optimal releases for agriculture capital budget implementation can increase the size of FGN IGR by 3 times from the 2026 projected value. This will also increase the share of IGR in overall revenue projection in 2026 from 11.68% to 32.76%.

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Fig 6: Federal Government Resultant Effect on Job Creation with Increased allocation and implementation for Agriculture Capital Budget

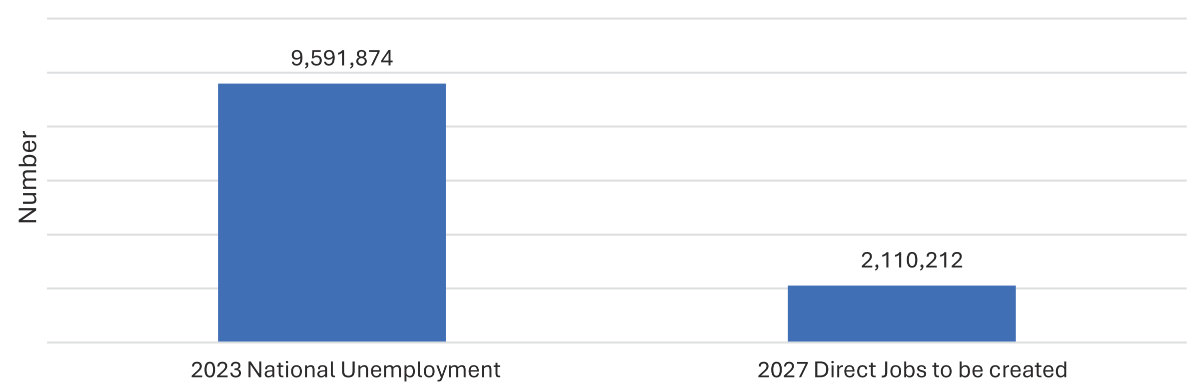
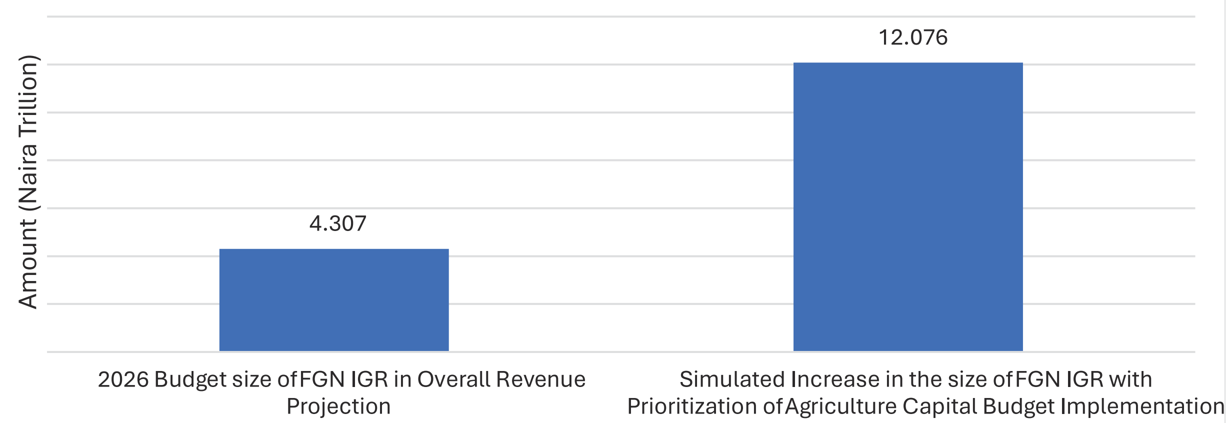
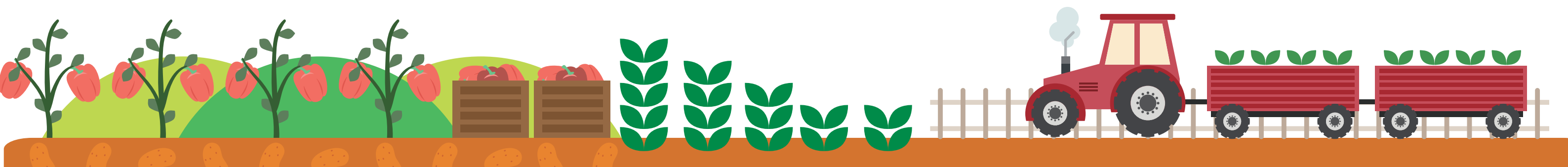
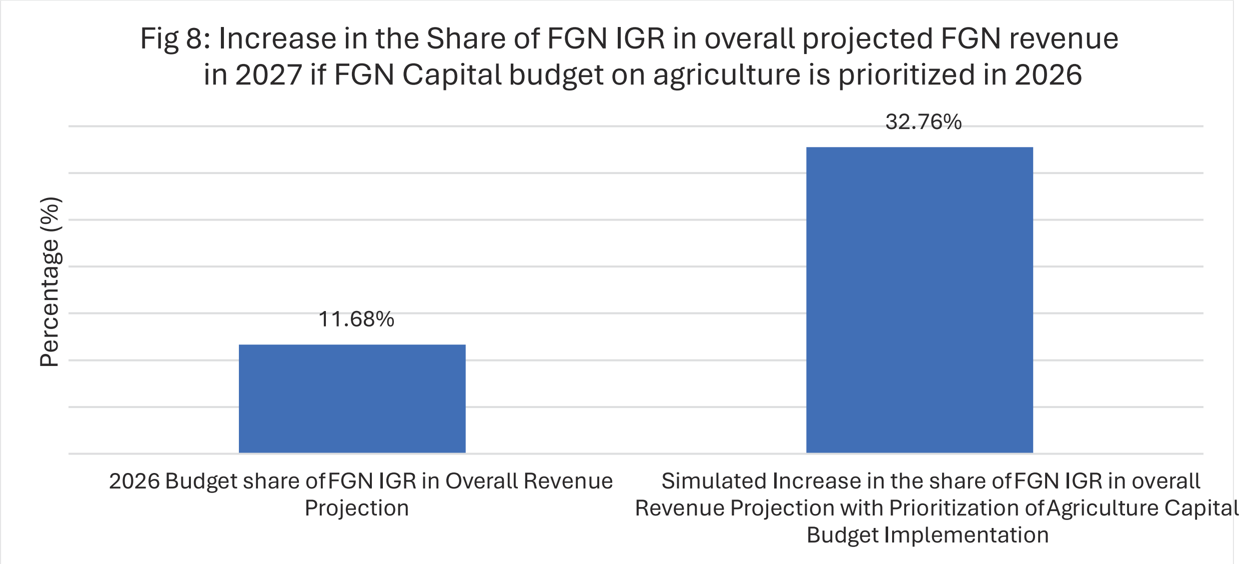


Fig 7: Increase in the Size of FGN IGR in 2027 if FGN Capital budget on agriculture is prioritized in 2026





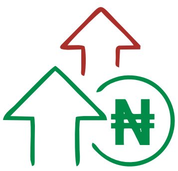


CONCLUSION

The 2026 fiscal year holds huge opportunities for the agriculture sector in Nigeria as it marks the watershed for the Comprehensive Africa Agriculture Development Programme (CAADP) Kampala Declaration (2026–2035), which succeeds the previous Malabo Declaration.

Although governments have over the years increased allocations in some cases and reduced allocations to the agriculture sector, challenges remain with regard to cash backings and timely releases. To enhance Nigeria's ability to attain food and nutrition security, addressing the challenges of low public investment in the agriculture sector would be a critical hurdle to overcome.

Despite effort of the government at states, FCT and federal level to increase funding to the agriculture sector, actual funding remains low thus, showing worsening performance in the nation's agriculture sector with regards to the dashboard computed for the states within the period under review. Key findings from the study showed that:



While the trend of national budgets has increased from N37.88 trillion in 2023 to N107.73 trillion in 2026, the national budget allocation to agriculture remains below 5%. Although the national share of budget allocation to the agriculture sector shows a steady increase within the reference period, the level of implementation of capital budgets in the agriculture sector shows the need for more commitment, and

Whereas the allocation for the agriculture capital budget shows an increasing trend from 2023 to 2026, analysis of the performance shows less than 50% performance for 22 states in 2023, less than 50% for 18 states in 2024 and less than 50% for 15 states in 2025.

Increasing public investment in agriculture will enable states, the FCT and the federal government to increase internally generated revenue by a range of 6.22% and 618% and create over 3.5 million direct jobs.

RECOMMENDATIONS

01. Poor commitment to budget cycle. The distortion from the fiscal side with regard to poor commitment to budget implementation by the federal government would need to be discontinued to allow for proper projection of the fiscal landscape for public investment, which would further direction for private sector investment.

02. Poor commitment to budget implementation. While the budget for agriculture at the federal level shows increased allocation in 2025 and 2026 relative to 2024, the share of actual implementation in 2024 compared to 2023 shows that the government would need to prioritize public investment in the agriculture sector.

03. There is urgent need for states, the FCT and the federal government to increase allocation to agriculture and match allocation with implementation. The findings from this analysis show that states, the FCT and the federal government will record the highest increase in internally generated revenue and job creation if they commit to at least N15 billion in actual investment in the agriculture sector. States and the FCT should therefore commit to increasing allocation and actual implementation of the planned investment budget for the agriculture sector.

04. For poverty reduction and eradication through the agriculture sector, spendings should focus on strategic areas of investments which include Extension Services, Access to Credit, Women in Agriculture, Youth in Agriculture, Appropriate Labour-Saving Technologies, Inputs, Post-Harvest Losses Reduction Supports (processing facilities, storage facilities, trainings, market access, etc.), Climate Resilient Sustainable Agriculture (CRSA)/Agroecology, Nutrition, Irrigation, Research and Development, Monitoring and Evaluation, as well as Coordination.

Abuja Office:
Plot 477, 41 Crescent, off
4th Avenue, Gwarinpa,
FCT.

Lagos Office:
7B/32B Adeniji Street off
WEMCO Road, Ogba
Residential Scheme, Ogba,
Lagos State.

Maiduguri Office:
No 3, Gombole Street, off
Gombole Road
Old GRA, Opposite Giwa
Barracks, Maiduguri.

Yobe Office:
No. 7 YBTP/039
GRACommissioners
Quarters, besides SUBEB
Damaturu, Yobe State.

www.actionaid.org/nigeria

info.nigeria@actionaid.org

nigeria.actionaid.org ActionAid Nigeria ActionAid Nigeria ActionAidNG