CHAPTER FIVE

FISCAL POLICY AND GOVERNMENT FINANCE

Nigeria's fiscal policy thrust in 2011 was to ensure fiscal consolidation, improve physical infrastructure, boost employment generation, and foster inclusive economic growth. At N11,116.9 billion or 31.4 per cent of GDP, the Federation Account revenue (gross) increased by 52.2 per cent above the level in 2010. The development was attributed to enhanced receipts from oil and non-oil revenue sources. The sum of N6,158.3 billion was transferred to the Federation Account, reflecting an increase of 28.7 per cent above the level in the preceding year.

Favourable oil prices in the international market and enhanced production resulted in a substantial accretion to the excess crude account savings, from US$2.2 billion at end-2010 to US$5.2 billion at end-2011.

At N3,553.5 billion and N4,712.1 billion, Federal Government-retained revenue and aggregate expenditure grew by 15.0 per cent and 12.3 per cent respectively, above their levels in 2010. The fiscal operations of the Federal Government resulted in an overall deficit of N1,158.5 billion, or 3.3 per cent of GDP. Provisional data on state government finances indicated an overall deficit of N131.9 billion, while that of the local governments revealed a surplus of N2.6 billion.

Consequently, general government's consolidated expenditure was N9,774.3 billion, or 27.6 per cent of GDP, while aggregate revenue was N8,486.5 billion. This resulted in an overall deficit of N1,287.8 billion or 3.6 per cent of GDP, and financed largely from the domestic financial market.

Federal Government consolidated debt stock was N6,519.6 billion, or 18.4 per cent of GDP, at end-2011, compared with N5,241.7 billion, or 17.8 per cent of GDP, at end-2010. External debt stock rose by US$1.1 billion to US$5.7 billion, following additional disbursement of concessional loans by the multilateral institutions and other non-Paris bilateral and commercial debts. Domestic debt grew by 23.5 per cent to N5,622.8 billion as a result of borrowing to finance critical infrastructure by the Federal government. Overall, in consonance with the fiscal consolidation strategy of the Federal Government, the rate of debt accumulation moderated to 24.4 per cent in 2011, from 37.3 per cent in 2010.

5.1 THE FISCAL POLICY THRUST

The main thrust of fiscal policy in the 2011 Budget was to ensure fiscal consolidation, improve physical infrastructure, boost employment generation, and foster inclusive economic growth. The 2011 Budget, the first in the 2011 – 2013 Medium-Term Fiscal Framework (MTFF), was set within the First National Implementation Plan (FNIP) of Vision 20:2020. The budget encapsulated policies that would attract foreign investment and facilitate private sector growth as catalysts for greater wealth creation, employment generation and rapid economic growth. Therefore, consistent with the 2011-2013 MTFF and the FNIP of the Vision 20:2020, the 2011 Budget was underpinned by four pillars drawn from Nigeria's Economic Growth Strategy. These were:

- Fostering inclusive growth and job creation;
- Optimizing capital spending by rationalizing recurrent expenditure and maximizing government revenue;
- Accelerating the implementation of reforms to enhance the quality and efficiency of public expenditure; and,
- Ensuring greater prudence in the management of the nation's financial resources.

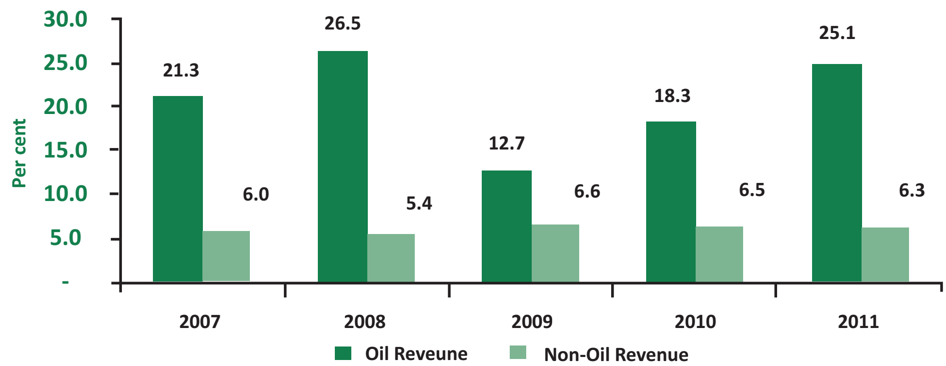
Other ancillary targets included accelerating implementation of the Public Private Partnership (PPP) policy, through the creation of a Viability Gap Fund, to encourage private sector participation and enhance private sector investment in critical infrastructure.

5.2 FEDERATION ACCOUNT OPERATIONS

5.2.1 Federally-collected Revenue

Total federally-collected revenue rose by 52.2 per cent to N11,116.9 billion in 2011 and constituted 31.4 per cent of GDP. The development was attributed to enhanced receipts from both oil and non-oil revenue sources.

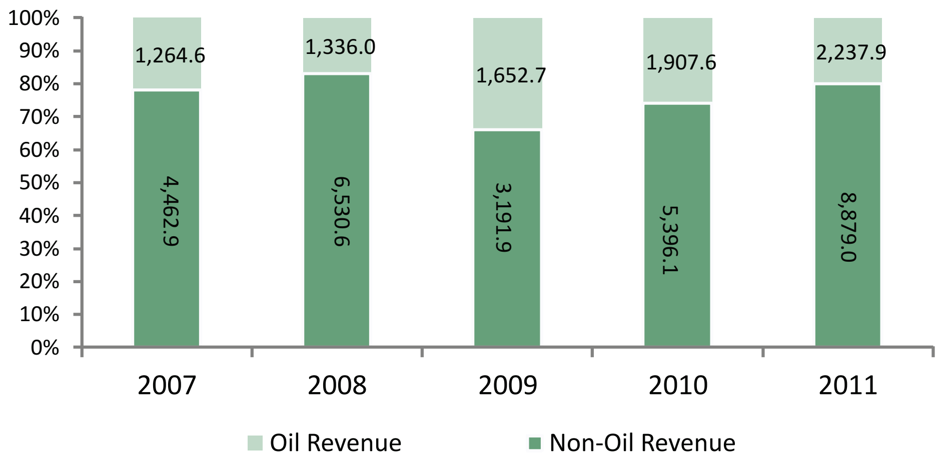
Figure 5.1: Oil and Non Oil Revenue (per cent of GDP), 2007-2011



Of the total receipts, oil revenue (gross) accounted for N8,879.0 billion representing 79.9 per cent of the total (25.1 per cent of GDP), indicating an increase of 64.5 per cent above the level in 2010. A breakdown showed that revenue from crude oil and gas exports grew significantly by 34.9 per cent to N2,287.9 billion. In the same vein, receipts from petroleum profit tax (PPT) and royalties increased by 104.5 per cent to N3,976.3 billion, while revenue from domestic crude oil sales rose by 49.4 per cent to N2,608.8 billion. The development reflected improved crude oil production, occasioned by the relative peace in the Niger Delta region, as a result of the amnesty programme of the Federal Government, and increased export receipts, driven by sustained demand and favourable prices in the international market. The sum of N1,008.8 billion was deducted from the gross oil receipts for the Joint Venture Cash (JVC) calls, N3,854.8 billion in respect of excess crude/PPT/royalty proceeds and "others", leaving a balance of N4,015.4 billion for distribution to the three tiers of government.

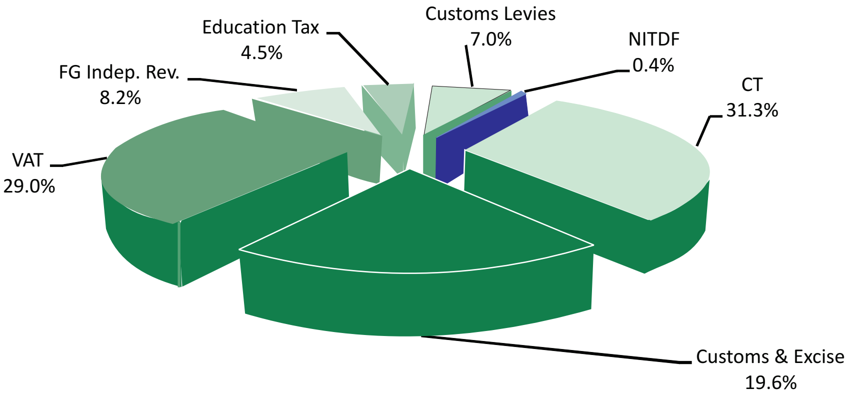
Total federally-collected revenue increased by 52.2 per cent to N11,116.8 billion in 2011, and constituted 31.4 per cent of GDP.

Figure 5.2: Federation Account: Composition of Revenue (Naira Billion), 2007 - 2011



Gross revenue from non-oil sources increased by 17.3 per cent to N2,237.9 billion representing 20.1 per cent of the total or 6.3 per cent of GDP. A breakdown indicated that Value Added Tax (VAT) rose by 15.4 per cent to N649.5 billion, while corporate tax (CT) and customs/excise duties rose by 6.6 and 41.8 per cent, to N700.5 billion and N438.3 billion, respectively. The Independent Revenue of the Federal Government and custom levies also grew by 18.8 and 51.6 per cent, to N182.5 billion and N156.8 billion, respectively. The rise in most of the components of the non-oil revenue reflected improved economic activities, particularly in the second half of the year, resulting in enhanced collection by the revenue-collecting agencies.

Figure 5.3: Composition of Non-oil Revenue in 2011



The sum of N94.9 billion was deducted from the non-oil revenue as cost of collection, leaving a distributable balance of N2,142.9 billion.

5.2.2 Federation Account Distribution

The sum of N6,158.4 billion accrued to the Federation Account, indicating an increase of 28.7 per cent over the level in 2010. Of this amount, N623.5 billion, N182.5 billion and N267.1 billion were transferred to the VAT Pool Account, the FG Independent Revenue, and 'other transfers'[1], respectively, leaving a net revenue of N5,085.3 billion. In addition, N450.0 billion, N873.6 billion, N502.4 billion and N30.5 billion were drawn from the excess crude account for excess crude revenue-sharing, share of the difference between provisional and actual budget, budget augmentation, and NNPC refunds to state and local governments, respectively. These amounts were added to the federally-collected revenue (net) to boost the distributable total to N6,941.8 billion.

Analysis of the distribution among the three tiers of government[2], showed that the Federal Government (including Special Funds) received the sum of N3,240.8 billion, state governments N1,658.8 billion, and local governments N1,278.8 billion, while the sum of N763.4 billion was shared among the oil-producing states as 13% Derivation Fund.

5.2.3 VAT Pool Account Distribution

The sum of N623.5 billion was transferred to the VAT Pool Account, representing an increase of 15.4 per cent over the level in 2010. Analysis of the distribution among the three tiers of government[3] showed that the Federal Government (including the FCT) received N93.5 billion, while state and local governments shared N311.8 billion and N218.2 billion, respectively.

[1] This includes the Education Tax, Customs Levies, and the National Information Technology Development Fund.

[2] The Federation Account revenue sharing formula is as follows: FG (52.68%), SGs (26.72%) and LGs (20.60%), while 13.0% of net oil revenue is shared among oil-producing states.

[3] The VAT Pool Account revenue sharing formula is as follows: FG (15%), SGs (50%) and LGs (35%).

5.3 GENERAL GOVERNMENT FINANCES

5.3.1 Aggregate Revenue

Provisional data showed that at N8,486.5 billion, the aggregate revenue of the three tiers of government in 2011 comprised N5,085.3 billion from the Federation Account, N1,376.1 billion, the budget augmentation (including share of the difference between budget and actual federation revenue), N450.0 billion from excess crude revenue-sharing, N30.5 billion as NNPC refunds to states and local governments, and N623.5 billion from VAT. Others were N182.5 billion from the Federal Government Independent Revenue, and N36.6 billion from 'other funds'[4]. Revenue exclusive to the sub-national (state and local) governments included N536.6 billion, N132.8 billion and N32.5 billion respectively from internally-generated revenue, grants and the stabilisation fund.

Table 5.1: Sources of Funds for the Three Tiers of Government in 2011 (Naira Billion)

SOURCE	Federal Government			State Governments			Local Governments	Grand Total
	FG's Share	FCT	Sub-Total	States	13%	Sub-Total		
Share from Federation Account	2,359.0	44.9	**2,403.9**	1,219.3	522.0	**1,741.3**	940.0	**5,085.3**
Augmentation 1/	618.7	12.0	**630.7**	319.9	178.9	**498.8**	246.6	**1,376.1**
Share from Excess Crude	202.3	3.9	**206.2**	104.6	58.5	**163.1**	80.6	**450.0**
NNPC Refunds	-	-	**-**	15.0	4.0	**18.9**	11.5	**30.5**
Share of VAT	87.3	6.2	**93.5**	311.8	-	**311.8**	218.2	**623.5**
FG Independent Revenue	182.5	-	**182.5**	-	-	**-**	-	**182.5**
Internally-Generated Revenue				509.3		**509.3**	27.3	**536.6**
Less State Allocation to LG				*14.0*		***14.0***		***14.0***
Net Internally-Generated Revenue				495.3		**495.3**	27.3	**522.6**
Grants and Others				88.7		**88.7**	44.1	**132.8**
Stabilization Fund				11.2		**11.2**	21.3	**32.5**
State Allocation to LG							14.0	**14.0**
Others	36.6		**36.6**					**36.6**
TOTAL	**3,486.5**	**67.0**	**3,553.5**	**2,565.7**	**763.4**	**3,329.1**	**1,603.8**	**8,486.5**
1/ Includes share of difference between provisional distribution and actual budget								

Sources: Federal Ministry of Finance
Office of the Accountant-General of the Federation
CBN Survey of state and local governments

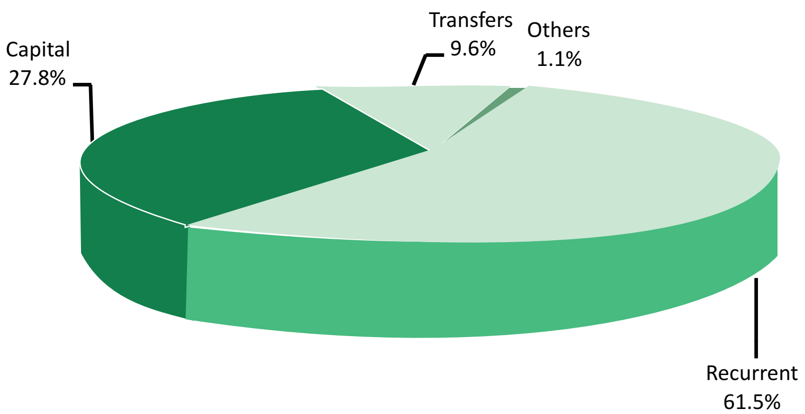
[4]This constitutes unspent balances from the Federal Government budget and other receipts by state and local governments not classified elsewhere.

5.3.2 Aggregate Expenditure

At N9,774.3 billion, the aggregate expenditure of general government increased by 11.2 per cent from the level in 2010. As a proportion of GDP, it represented 27.6 per cent, compared with 29.8 per cent in 2010. A breakdown showed that the outlay on recurrent activities at N6,011.9 billion (17.0 % of GDP), accounted for 61.5 per cent, and capital expenditure at N2,715.5 billion (7.7 % of GDP), represented 27.8 per cent. Transfers and 'others' at N935.9 billion (2.6 % of GDP) and N111.0 billion (0.3% of GDP), respectively, accounted for 9.6 and 1.1 per cent of the total.

At N9,774.3 billion, the aggregate expenditure of general government rose by 11.2 per cent from the level in 2010.

Figure 5.4: Composition of General Government Expenditure in 2011



5.3.3 Consolidated Fiscal Balance and Financing

The fiscal operations of general government resulted in a primary deficit of N528.4 billion (1.5 % of GDP), and an overall deficit of N1,287.8 billion (3.6 % of GDP), compared with N1,206.9 billion (4.1 % of GDP) in 2010. The deficit was financed, largely, with borrowing from the non-bank public and the domestic banking system.

5.4 FEDERAL GOVERNMENT FINANCES

5.4.1 Overall Fiscal Balance and Financing

The current balance in 2011 reflected a surplus of N239.0 billion, or 0.7 per cent of GDP, compared with a deficit of N20.2 billion, or 0.1 per cent of GDP in the preceding year. The primary balance recorded a deficit of N631.3 billion, or 1.8 per cent of GDP, relative to N689.8 billion or 2.3 per cent of GDP in 2010. The overall fiscal operations of the Federal Government resulted in a deficit of N1,158.5 billion, or 3.3 per cent of GDP, compared with the deficit of N1,105.4 billion, or

The overall fiscal operations of the Federal Government resulted in a deficit of N1,158.5 billion, or 3.3 per cent of GDP, compared with the deficit of N1,105.4 billion, or 3.7 per cent of GDP, recorded in 2010.

3.7 per cent of GDP, in 2010. The deficit was within the WAMZ primary convergence criterion target of 4.0 per cent, and outperformed the position in the preceding two fiscal years. The overall budget deficit was financed mainly from domestic sources.

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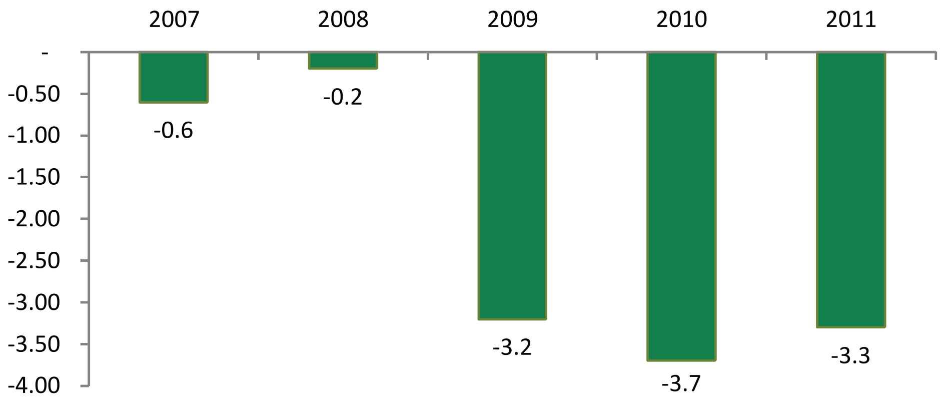
Figure 5.5: FG Fiscal Deficit (per cent of GDP)



5.4.2 Federal Government-retained Revenue

The Federal Government-Retained revenue rose to N3,553.5 billion, from N3,089.2 billion in 2010. Analysis of the revenue showed that the share of the Federation Account was N2,403.9 billion, or 67.7 per cent of the total; the VAT Pool Account amounted to N93.5 billion (2.6%); the Federal Government Independent Revenue was N182.5 billion (5.1%); the excess crude (including augmentation) accounted for N836.9 billion (23.6%), while 'others' accounted for the balance of N36.7 billion (1.0%).

The Federal Government retained revenue increased to N3,553.5 billion, from N3,089.2 billion in FY2010.

Figure 5.6: Composition of Federal Government -retained Revenue in 2011

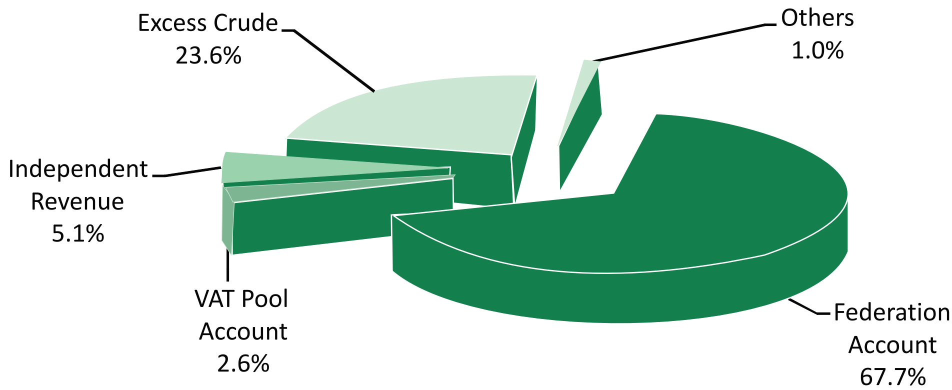
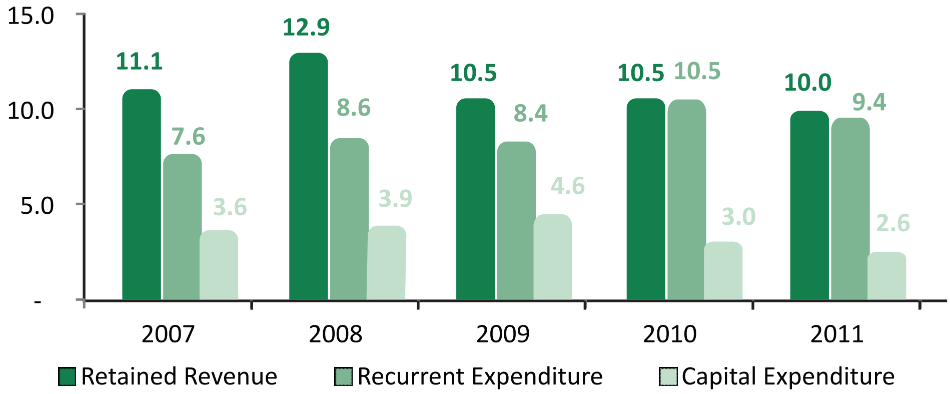


Figure 5.7: Federal Government Revenue and Expenditure (per cent of GDP)

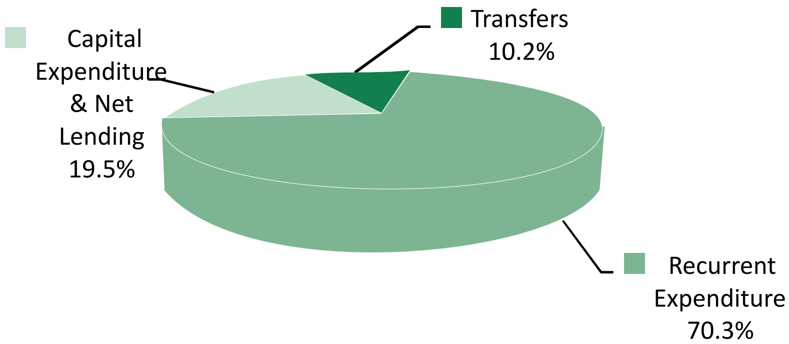


5.4.3 Total Expenditure of the Federal Government

The estimated aggregate expenditure of the Federal Government grew in absolute terms by 12.3 per cent to N4,712.1 billion in 2011. As a proportion of GDP, it contracted slightly to 13.3 per cent, from 14.2 per cent in the preceding fiscal year. The non-debt expenditure increased from the level in 2010 by 10.7 per cent. Total debt service payments amounted to N527.2 billion, representing 11.2 per cent of the total expenditure, or 1.5 per cent of GDP.

Aggregate expenditure of the Federal Government increased in absolute terms by 12.3 per cent to N4,712.1 billion in 2011.

Figure 5.8: Composition of Federal Government Expenditure in 2011



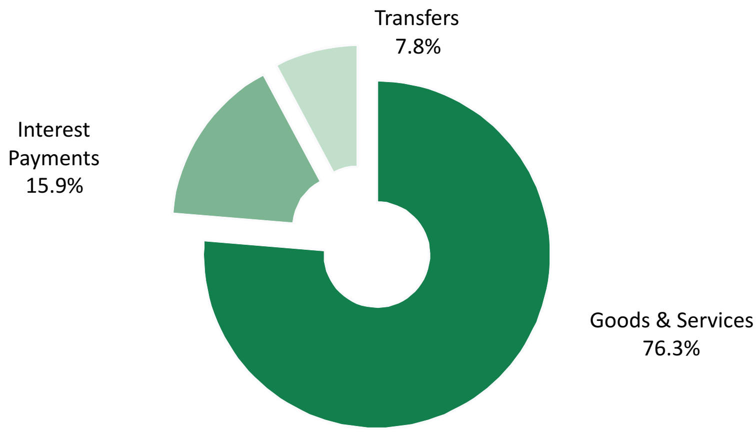
5.4.3.1 Recurrent Expenditure

At N3,314.5 billion, recurrent expenditure expanded in absolute terms by 6.6 per cent over the level in 2010 and accounted for 70.3 per cent of the total expenditure. However, as a percentage of GDP, it shrank to 9.4 per cent, from 10.5 per cent in 2010, reflecting the policy stance to rationalize recurrent expenditure. Interest payments increased by 26.8 per cent and the goods and services component fell by 0.7 per cent.

Analysis of the goods and services component, at N2,527.3 billion (76.3% of total), showed that personnel cost and pensions amounted to N1,854.0 billion (73.4%),while overhead cost was N673.3 billion (26.6%). Furthermore, interest payments[5] rose to N527.2 billion or 1.5 per cent of GDP (15.9 % of total). A breakdown indicated that N41.8 billion was expended on external debt service and N485.4 billion spent on domestic debt service. Transfers to the Federal Capital Territory (FCT) and other special funds (stabilization fund, development of natural resources and ecology) accounted for N260.1 billion (7.8 % of the total).

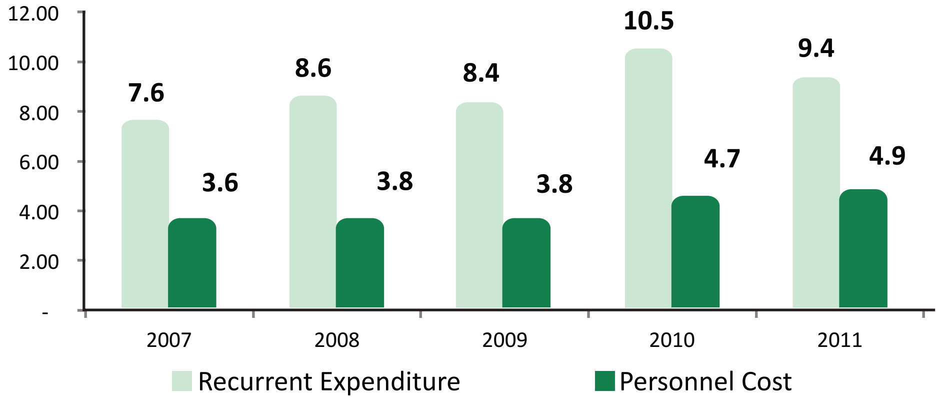
Recurrent expenditure shrank to 9.4 per cent of GDP, reflecting the consolidation stance of the Federal Government in FY2011.

Figure 5.9: Economic Classification of FG Recurrent Expenditure in 2011



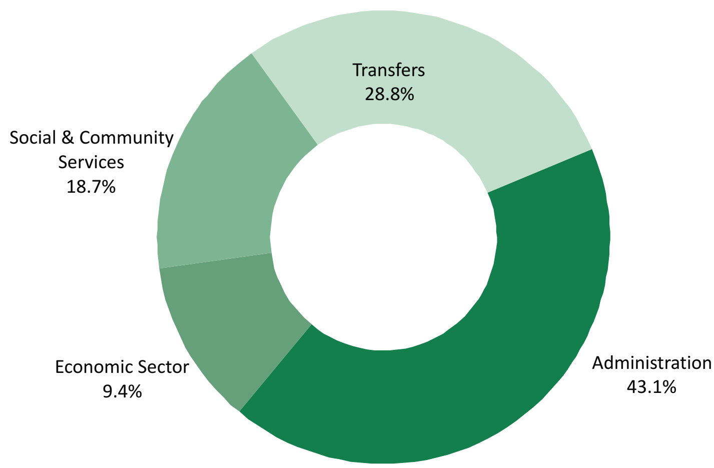
[5]This includes interest payments on ways and means

Figure 5.10: FG Recurrent Expenditure & Personnel Cost (per cent of GDP)



The functional classification of recurrent expenditure showed that the outlay on administration grew by 12.6 per cent to N1,427.1 billion and accounted for 43.1 per cent of the total. Similarly, transfer payments increased by 8.9 per cent to N956.2 billion and constituted 28.8 per cent of the total. Expenditure on economic services, at N310.5 billion, accounted for 9.4 per cent of total recurrent expenditure. Within the economic sector, agriculture, transport, communications and roads/construction collectively absorbed 80.6 per cent. The expenditure on social and community services sector accounted for 18.7 per cent of the total recurrent expenditure.

Figure 5.11: Functional Classification of Federal Government Recurrent Expenditure in 2011

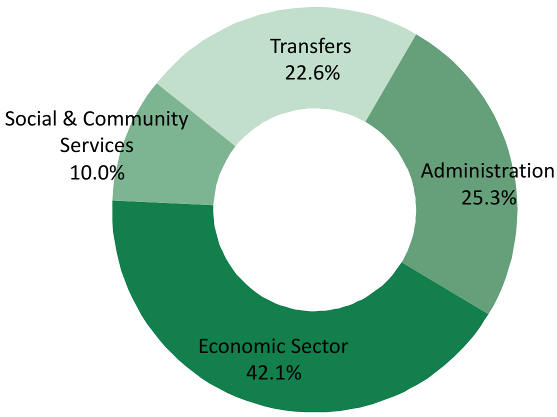


5.4.3.2 Capital Expenditure

Capital expenditure rose by 3.9 per cent to N918.5 billion, or 2.6 per cent of GDP, and accounted for 19.5 per cent of the total expenditure, reflecting the decision of the Federal Government to optimize capital spending. As a proportion of Federal Government revenue, capital expenditure was 25.8 per cent, exceeding the stipulated minimum target of 20.0 per cent under the WAMZ secondary convergence criteria. Analysis of capital expenditure showed that outlays on economic services accounted for N385.5 billion, or 42.1 per cent of the total, compared with 46.6 per cent in the preceding year. Within the economic services sector, manufacturing, mining/quarrying, agriculture/natural resources, transport/communications and roads/construction absorbed 72.4 per cent. Public investments in social and community services accounted for 10.0 per cent of the total. As a ratio of capital spending, expenditure on education declined to 3.9 per cent in 2011 from 9.9 per cent in the preceding year, while that on health rose from 4.0 per cent in 2010 to 4.3 per cent in 2011.

Capital expenditure increased by 3.9 per cent to N918.5 billion and accounted for 19.5 and 2.6 per cent of total expenditure and GDP, respectively.

Figure 5.12: Functional Classification of Federal Government Capital Expenditure in 2011



Box 6: FISCAL CONSOLIDATION AS A STRATEGY FOR DEFICIT AND DEBT REDUCTION

In order to improve public finances, tackle the challenges of reducing deficits/debts and restore fiscal sustainability in a regime of weak global economic recovery, many advanced and emerging countries embarked on fiscal consolidation (FC) in 2011. According to the Organization of Economic Co-operation and Development (OECD, 2011), FC refers to a government economic policy that is intended to reduce deficits and the accumulation of debts. Such policy, which is essential for financial and macroeconomic stability, is expected to spell out government's efforts to lower the level of deficit while simultaneously limiting the generation of new debt obligations. In fact, many of the advanced and emerging economies initiated the FC strategy through a combination of spending cuts and tax hikes.

Ostensibly, the essence of FC appears to conflict with the desire to stimulate economic growth, as slamming the brakes on government spendings too quickly could hurt economic recovery and worsen job creation prospects. As argued by Trichet, Jeane-Claude of the European Central Bank (ECB), the most effective strategy for fiscal consolidation is to 'systematically adjust fiscal spendings while simultaneously boosting long-term growth'. Therefore, the success of FC depends on its design/implementation and the potential long-run benefits must be balanced against its short-run adverse effects on growth and job creation.

The need to embrace FC in Nigeria followed the implementation of various fiscal stimulus packages by the Federal Government (FG), beginning from fiscal year 2009 through 2010, to arrest the slowdown in economic activities, create the enabling environment for greater private sector participation in the economy and accelerate sustainable economic growth. These included: the disbursement of N200 billion through the deposit money banks (DMBs) under the Commercial Agricultural Credit Scheme (CACS) to boost commercial and mechanized agriculture; the investment of N361.2 billion in critical infrastructure; and the injection of a N100 billion multilateral loan in the critical sectors of the economy. Others were the N113.1 billion Presidential Intervention/Quick-Win projects and the N140.0 billion targeted intervention in critical infrastructure/ job creation.

The implementation of these discretionary fiscal measures in the face of revenue leakages significantly raised government expenditure and resulted in a sharp increase in deficit and debt built-up. Consequently, in absolute terms, the fiscal deficit surged from N0.047 trillion in FY2008 to N0.81 trillion in 2009 and further to N1.11 trillion by 2010. Similarly, the consolidated debt rose significantly by 35.7 per cent to N3.82 trillion at end of 2009 and further ballooned to N5.24 trillion at the end of FY2010, representing a 37.3 per cent hike over the level in 2009.

The consequent realization of the bourgeoning fiscal deficit and debt by the last quarter of 2010, necessitated the paradigm shift with regards to stimulus spending. Accordingly, the FG, in the 2011 Budget which was set within the 2011–2013 Medium Term Expenditure and Fiscal Strategy, embraced the FC strategy as a means of curtailing expenditure, reducing fiscal deficits and lessening the accumulation of debt to an optimal level, over a period of three years.

The FC strategy focused on:

- Implementing wide-ranging public financial management reforms to improve the quality and efficiency of fiscal spending, as well as to steadily rationalize recurrent expenditure and optimize capital expenditure;
- Accelerating the implementation of the Public-Private-Partnership (PPP) policy by creating the Viability Gap Fund to encourage greater private sector participation in the economy;
- Maximizing, diversifying and accelerating the identification as well as the resolution of revenue leakages through various interventions, including (i) strengthening of pre-shipment inspection for crude oil and gas; (II) conduct of audits of all revenue generating agencies such as the Nigerian National Petroleum Corporation (NNPC) and agencies required to remit internally-generated revenue to the Treasury; and (iii) Fast-track reforms by the Federal Inland Revenue Service (FIRS) and the Nigerian Customs Service (NCS) to boost non-oil revenue and
- Improving the risk management strategies to hedge against commodity (crude oil) price volatility through the establishment of the Nigeria Sovereign Wealth Fund (NSWF) which would entrench greater prudent management of the exhaustible oil wealth for the purpose of inter-generational equity and as a platform for counter-cyclical policy measures, as well as a catalyst for attracting investment in critical infrastructure.

Importantly, the consistency of government policies in the short to medium term would, to a large extent, determine the extent of success of the FC initiatives as an effective means of reducing fiscal deficits and debt accumulation in the economy over time. Also, necessary precautions would have to be taken to ensure that the FC strategy does not impede economic growth and job creation, even in the short run.

5.5 STATE GOVERNMENTS' FINANCES[6]

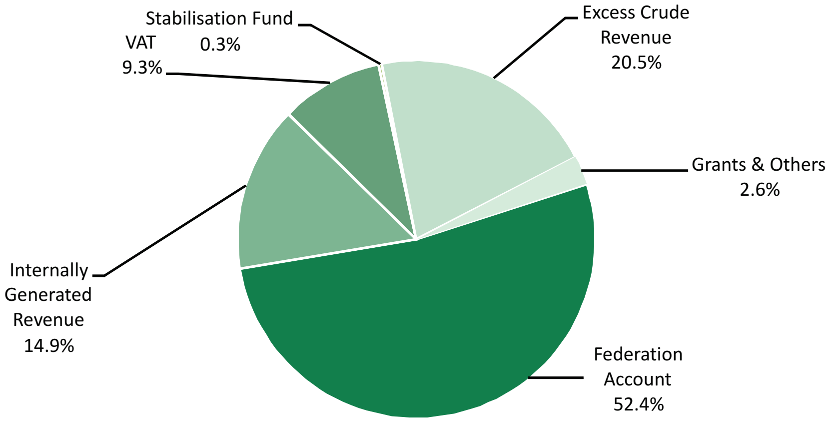
5.5.1 Overall Fiscal Balance and Financing

Provisional data on state governments' finances (including the FCT) showed that, in absolute terms, the overall deficit increased from N103.7 billion in 2010 to N131.9 billion in 2011. As a ratio of GDP, however, the deficit remained the same as in 2010 at 0.4 per cent. The deficit was financed largely through borrowing from the DMBs.

Provisional data on state governments' finances (including FCT) indicated an increase in the overall deficit to N131.9 billion, up from N103.7 in 2010.

[6] The provisional data are from the CBN survey returns from 36 states and the FCT.

Figure 5.13: State Governments' Revenue in 2011 (Naira Billion)



5.5.2 Revenue

Total revenue of the state governments increased by 7.8 per cent to N3,410.1 billion, or 9.6 per cent of GDP, compared with N3,162.5 billion or 10.7 per cent of GDP in 2010. The analysis of the sources of revenue indicated that allocations from the Federation Account (including 13.0% Derivation Fund) was N1,786.3 billion, or 52.4 per cent; the VAT Pool Account was N318.0 billion, or 9.3 per cent; Internally Generated Revenue (IGR) was N509.3 billion, or 14.9 per cent; the Stabilization Account was N11.2 billion, or 0.3 per cent; the Excess Crude Account (including budget augmentation and refund to the state governments by the NNPC) totalled N696.7 billion or 20.5 per cent; and grants/others amounted to N88.7 billion, or 2.6 per cent. The IGR fell below the level in 2010 by 32.8 per cent, indicating a slowdown in the drive for internal revenue. In terms of tax efforts, measured as the ratio of IGR to total revenue (IGR/TR), Lagos State ranked highest with 54.9 per cent, followed by Abia and Ogun States, with 37.1 and 28.7 per cent, respectively, while Borno State ranked the least with 3.4 per cent. In terms of state governments' effort at improving internally-generated revenue, Ondo State topped, with an increased IGR/TR ratio from 2.1 per cent in 2010 to 8.6 per cent in 2011, followed by Kogi and Bauchi States in the second and third positions, respectively. Overall, the consolidated IGR/TR ratio of the state governments fell from 24.0 per cent in 2010 to 14.9 per cent.

Total revenue of the state governments rose by 7.8 per cent to N3,410.1 billion, or 9.6 per cent of GDP.

Table 5.2: State Governments' Revenue						
	State Governments' Revenue				Share in Overall GDP	
Item	2010		2011 1/		2010	2011
	Amount (₦' Billion)	Share (%)	Amount (₦' Billion)	Share (%)	%	%
Federation Account 2/	1,353.7	42.8	1,786.3	52.4	4.6	5.0
Excess Crude Revenue 3/	500.1	15.8	696.6	20.5	1.7	2.0
VAT	275.6	8.7	318.0	9.3	0.9	0.9
Internally Generated Revenue	757.9	24.0	509.3	14.9	2.6	1.4
Stabilisation Fund	51.0	1.6	11.2	0.3	0.2	0.03
Grants & Others	224.2	7.1	88.7	2.6	0.7	0.3
Total	**3,162.5**	**100**	**3,410.1**	**100**	**10.7**	**9.6**

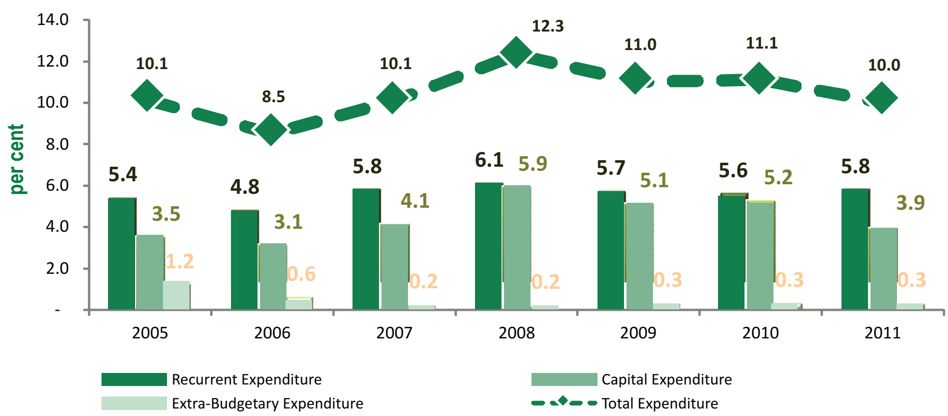
1/ Including FCT
2/ Including 13% Derivation Fund
3/ Including Budget Augmentation and Foreign Exchange Rate Gains
Sources: Federal Ministry of Finance
Office of the Accountant-General of the Federation
CBN survey of states and local governments

5.5.3 Expenditure

Estimated total expenditure of the state governments increased by 8.4 per cent to N3,542.0 billion, or 10.0 per cent of GDP. A breakdown showed that, at N2,055.8 billion or 5.8 per cent of GDP, recurrent expenditure was 24.7 per cent higher than the level in the preceding year and accounted for 58.1 per cent of the total.

The total expenditure of the state governments grew by 8.4 per cent to N3,542.0 billion, or 10.0 per cent of GDP.

Figure 5.14: State Governments' Expenditure (per cent of GDP)



At N1,375.2 billion, or 3.9 per cent of GDP, the capital expenditure was 9.7 per cent below the level in 2010 and accounted for 38.8 per cent of the total. Similarly, extra-budgetary expenditure grew by 16.3 per cent and accounted for 3.1 per cent of the total.

Analysis of spending on primary welfare sectors indicated that expenditure on education decreased by 17.0 per cent from the level in 2010 to N212.6 billion and accounted for 6.0 per cent of total expenditure. Also, the expenditure on health, agriculture, water supply and housing also fell by 14.6, 12.6, 32.4 and 48.4 per cent, respectively, relative to their levels in 2010 to N119.6 billion, N116.4 billion, N57.0 billion and N29.2 billion. On the whole, aggregate expenditure on primary welfare sectors amounted to N534.8 billion, or 1.5 per cent of GDP, and accounted for 15.1 per cent of the total.

Figure 5.15: State Governments' Expenditure in Key Sectors for 2011 (per cent of Total Expenditure)

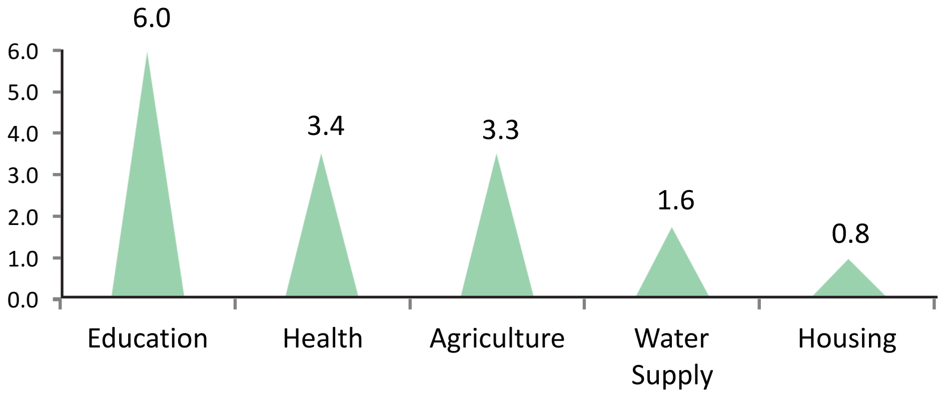
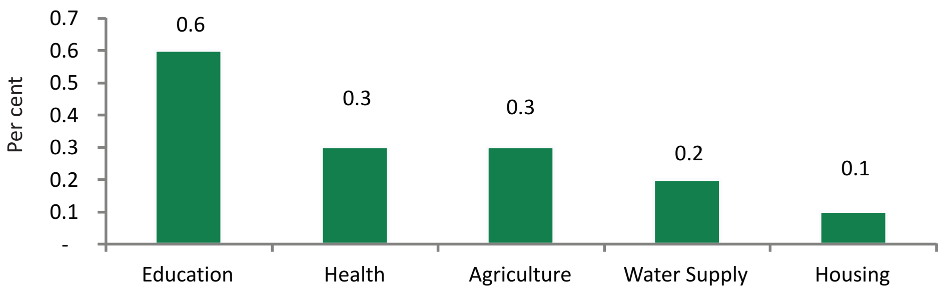


Figure 5.16: State Governments' Expenditure in Key Sectors for 2011 (per cent of GDP)



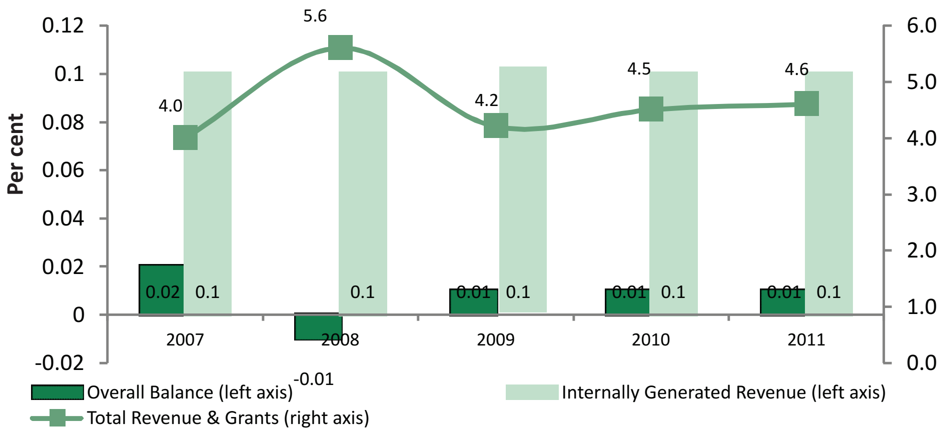
5.6 LOCAL GOVERNMENTS' FINANCES[7]

5.6.1 Overall Fiscal Balance and Financing

Provisional data on local governments' fiscal operations indicated a surplus of N2.6 billion, compared with a surplus of N2.5 billion in 2010.

Provisional data on local governments' fiscal operations indicated a surplus of N2.6 billion.

Figure 5.17: Local Governments' Revenue & Overall Balance (Per cent of GDP)



5.6.2 Revenue

The total revenue of local governments, at N1,603.8 billion, represented an increase of 18.0 per cent over the level in 2010. The sources of the revenue comprised allocations from the Federation Account (N940.0 billion), Share of Excess Crude Account (N80.7 billion), NNPC refunds to LGs (N11.5 billion), budget augmentation (N246.6 billion) VAT (N218.2 billion), IGR (N27.3 billion), grants/'others' (N44.1 billion), stabilization fund (N21.3 billion), and state allocation (N14.0 billion).

The total revenue of local governments was estimated at N1,603.8 billion, indicating an increase of 18.0 per cent.

[7] The provisional data are from the CBN survey returns from 727 LGAs while 47 LGAs were estimates.

Table 5.3: Local Governments' Revenue

Item	Local Governments' Revenue				Share in Overall GDP	
	2010		2011		2010	2011
	Amount (₦' Billion)	Share (%)	Amount (₦' Billion)	Share (%)	%	%
Federation Account	716.0	52.7	940	58.6	2.4	2.7
Excess Crude Revenue	158.9	11.7	80.7	5.0	0.5	0.2
FGN Refunds to LG	121.6	8.9	11.5	0.7	0.4	0.03
Budget Augmentation	78.7	5.8	246.6	15.4	0.3	0.7
Exchange Rate Gain	7.1	0.5	0	0	0.02	0
VAT	189.1	13.9	218.2	13.6	0.6	0.6
Internally Generated Revenue	26.2	1.9	27.3	1.7	0.1	0.1
Stabilization Fund	12.6	0.9	21.3	1.3	0.04	0.1
State Allocation	12.7	0.9	14.0	0.9	0.04	0.04
Grants & Others	36.3	2.7	44.1	2.7	0.1	0.1
Total	**1,359.2**	**100**	**1,603.8**	**100**	**4.5**	**4.6**

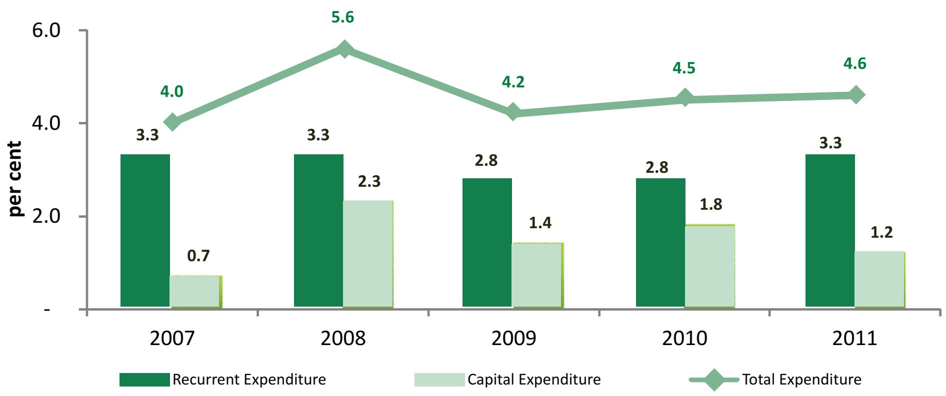
Sources: Federal Ministry of Finance
Office of the Accountant-General of the Federation
CBN survey of state and local governments.

5.6.3 Expenditure

At N1,601.2 billion, the total expenditure of local governments indicated an increase of 18.0 per cent above the level in 2010, and represented 4.6 per cent of the GDP. A breakdown indicated that recurrent outlay stood at N1,179.4 billion or 73.7 per cent, while capital expenditure amounted to N421.8 billion, or 26.3 per cent of the total.

The expenditure of the local governments was 18.0 per cent higher than the level in 2010 and represented 4.6 per cent of the GDP.

Figure 5.18: Local Governments' Expenditure (per cent of GDP)



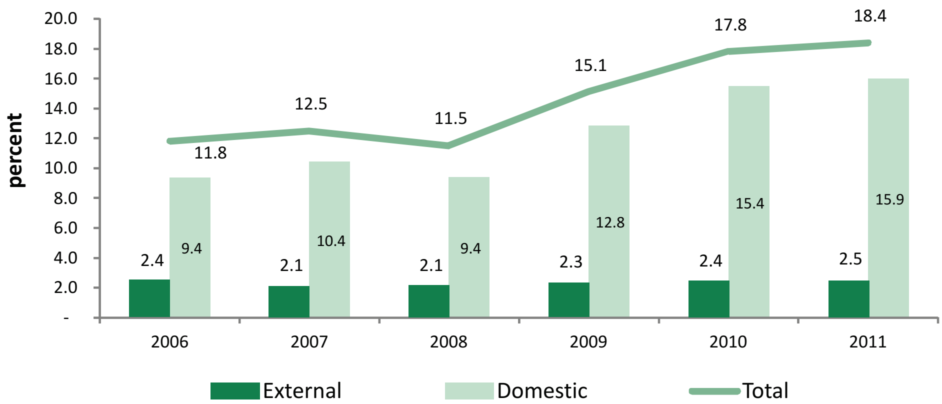
A breakdown of recurrent expenditure showed that personnel cost was N748.1 billion, while overhead cost and the consolidated fund charges/others amounted to N231.7 billion and N199.6 billion, respectively. Analysis of capital expenditure by function revealed that the share of administration was N52.4 billion, economic services (N211.8 billion), social and community services (N148.6 billion), and transfers (N9.0 billion).

5.7 CONSOLIDATED FEDERAL GOVERNMENT DEBT

The consolidated Federal Government debt stock, as at end-December 2011, was N6,519.6 billion, or 18.4 per cent of GDP, compared with N5,241.7 billion, or 17.8 per cent of GDP in 2010. Analysis of the debt showed that the domestic component constituted 86.2 per cent and the external 13.8 per cent. The increase reflected, largely, the substantial borrowing through the issuance of FGN Bonds and treasury bills to finance projects (both recurrent and capital) and the settlement of contractual obligations. Consequently, the stock of FGN Bonds rose from N2,901.6 billion in 2010 to N3,541.2 billion and accounted for 63.0 per cent of the total, while Nigerian Treasury Bills grew from N1,277.1 billion in 2010 to N1,727.9 billion and accounted for 30.7 per cent of the total. At end-December 2011, external debt outstanding increased by 23.8 per cent to US$5.7 billion (N896.8 billion), while the domestic component increased by 23.5 per cent from its level in 2010.

The stock of Federal Government domestic debt outstanding at end-December 2011 stood at N5, 622.8 billion, representing an increase of 23.5 per cent over the level in 2010.

Figure 5.19: Consolidated Public Debt Stock (per cent of GDP)



5.7.1 Domestic Debt

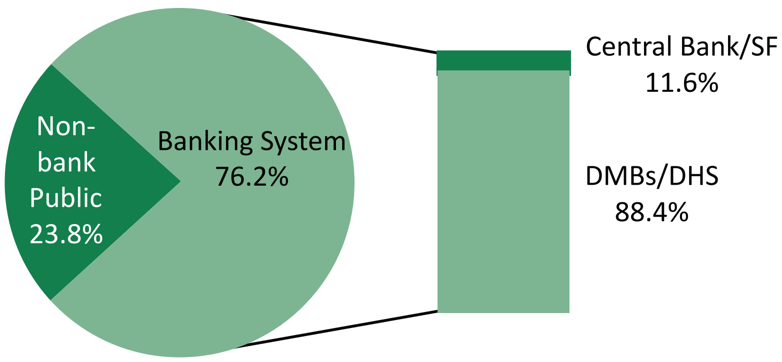
The stock of Federal Government domestic debt at end-December 2011 was N5,622.8 billion, representing an increase of 23.5 per cent over the level in FY2010. The development reflected the substantial borrowing through the issuance of FGN Bonds and Nigerian Treasury Bills. The banking system remained the dominant holder of the outstanding debt instruments with 76.2 per cent, and the non-bank public accounted for the balance of 23.8 per cent. Disaggregation of the banking system's holdings indicated that N3,790.8

billion, or 88.4 per cent, was held by the DMBs and DHs, and N495.2 billion or 11.6 per cent by the CBN and the Sinking Fund.

Analysis of the maturity structure of the domestic debt showed that instruments of two (2) years and below accounted for N3,124.9 billion or 55.6 per cent, followed by instruments of above two (2) to five (5) years at N1,064.4 billion, or 18.9 per cent; those with tenors of five (5) to ten (10) years totalled N715.2 billion or 12.7 per cent, and tenors of over ten (10) years at N718.3 billion, or 12.8 per cent.

The analysis of debt indicators revealed that at 18.4 per cent, the debt stock/GDP ratio remained low relative to the maximum international threshold of 30.0 per cent of GDP

Figure 5.20: Composition of Domestic Debt Stock by Holder in 2011



5.7.2 External Debt

At US$5.7 billion, Nigeria's external debt grew by 23.8 per cent over the level at end-December 2010. The rise reflected the drawdown of additional multilateral loans by the Federal Government, amounting to US$351.2 million, as well as borrowings from the international capital market, including the issuance of Euro-bond amounting to US$500 million. Of the external debt outstanding, the share of multilateral institutions was US$4.6 billion and accounted for 80.6 per cent, while 'others' amounting to US$1.1 billion accounted for the balance.

5.7.3 Debt Service Payments and Debt Indicators

Total debt service payments[8] stood at N591.5 billion, or 1.7 per cent of GDP, and comprised N54.1 billion, or US$0.35 billion, for external and N537.4 billion for domestic debt. The external debt service consisted of amortization (principal repayment) of N35.7 billion, or 66.0 per cent, and actual interest payments of N18.4 billion, or 34.0 per cent. Domestic

[8]This represents actual debt service payments by the Debt Management Office which may differ from the figures in the Federal Government finances table that indicates contribution to the external creditors' fund.

debt service indicated that amortization stood at N19.4 billion, or 3.6 per cent, while interest payment was N518.0 billion, or 96.4 per cent of the total debt service payments.

The analysis of debt indicators revealed that at 18.4 per cent, the debt stock/GDP ratio remained low relative to the maximum international threshold of 30.0 per cent in 2011. The debt service/revenue ratio worsened from 13.2 per cent in 2010 to 16.6 per cent in 2011, implying that a higher proportion of the total revenue was devoted to debt service during the year.

Table 5.4: Debt Service Payments (Naira Billion) and Debt Sustainability Indicators (per cent)

Indicators	International Thresholds	2007	2008	2009	2010	2011
External Debt Service (Interest Payments)	-	117.2	9.0	17.4	15.3	18.4
Amortization - External Debt	-	11.4	46.2	46.5	38	35.7
Domestic Debt Service (Interest Payments)	-	185.4	233	271.3	19.5	518.0
Amortization - Domestic Debt	-	67.3	238.3	207.4	334.7	19.4
Total Debt Service	-	381.2	526.5	542.5	407.4	591.5
Total Debt/GDP	30	12.5	11.5	15.1	17.8	18.4
Total External Debt/GDP	30	2.1	2.1	2.3	2.3	2.5
Total Domestic Debt/GDP	40-60	10.4	9.4	12.8	15.4	15.9
Total External Debt/Export (%)	100	5.3	4.3	7.0	6.3	5.8
Total Debt Service/Revenue (%)	20-25 (Max.=25)	16.3	16.5	20.5	13.2	16.6
Total Debt/Revenue (%)	250	111.8	89.0	144.5	169.7	183.5

Sources: Debt Management Office, Central Bank of Nigeria, Office of the Accountant General of the Federation