PERISCOPING THE BOTTLENECK IN THE IMPLEMENTATION OF THIRD NATIONAL FADAMA DEVELOPMENT PROGRAM IN ENUGU STATE

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ABSTRACT
This study examined the implementation of third National Fadama development Program in Enugu State. The study was conceived out of the perennial food shortage in Nigeria, with emphasis on Enugu. The study adopted non-purposive sampling technique. Survey research method was adopted and questionnaires were administered to 396 Fadama beneficiaries and Fadama staff in the Ministry of Agricultural and Rural Development, Enugu. Data obtained was analyzed using ANOVA. The study revealed that lack of skilled manpower for extension services have significant effect on the implementation of the FADAMA programme. In the light of the foregoing findings, the researchers recommend the skilled technical staff should be recruited and monitored to ensure the implementation of the FADAMA programme achieve the intended objectives.

1. INTRODUCTION

With the discovery of crude oil in Nigeria and the subsequent oil boom in the 1970ˢ, far less attention was given to the industrial, agricultural and other sectors of the Nigerian economy with the resultant decline in agricultural production Nigeria became a net importer of both food items and agro-allied raw materials. 'The cumulative effect of this situation is that the agricultural sector failed to perform its traditional functions effectively. To meet up with the crisis, both federal and state governments of Nigeria formulated several development policies, programs and embarked on a variety of agro and industrial development programs aimed at improving economic growth of Nigeria. This interest is demonstrated by the formulation of the following programs, plans and policies, which are both agrarian and industrial, oriented.

The Operation Feed the Nation, Green Revolution, Directorate for Food, Road and Rural Infrastructure (DFRRI) are some of the agrarian programs of Nigerian government aimed at agricultural development. The international organizations also played serious role in this direction. Among other foreign assisted agricultural development programs was the World Bank assisted Agricultural Development Program (ADP), funded by the International Bank for Reconstruction and Development (IBRD) otherwise known as World Bank. This program was further boosted by another arm of the United Nation Organization- the International Fund for Agricultural Development (IFAD). The fund was solely for improved cassava multiplication. Other indigenous agricultural development programs include: The River Basin and Rural development Authorities, Palm for Palm Programs, Nigerian Agricultural and Land Development Authority (NALDA) etc.

In a bid to boost industrial development in Nigeria, the government established the Nigerian Bank for Commerce and Industry and Nigerian Industrial Development Bank to offer small, and large scale industrial development loans to industrialists. The Nigerian Agricultural Co-operative Bank was also established to assist small, medium and large-scale farmers especially in the area of "agricultural loans" which they received at low interest rates.

Economic development programmes and plans were also formulated in Nigeria. Some of them were: Enterprises Promotions Decree (EPD), Structural Adjustment Program towards self-reliance, National Economic Reconstruction Fund (NERFUND), National Directorate of Employment, to reduce the burden of unemployment and boost skill acquisition and self-employment. River Basin Development Authority (RBDA) established in 1977, was also a pragmatic development effort of Nigerian government to achieve a comprehensive river basin approach to water resources development and utilization. However, in spite of the objectives of the RBDA, water problem has remained a big cog in the wheel of farmers' progress.

Vision 2010 was launched on November 27, 1996 by the military. The target plan was to ensure that Nigeria is en-route by the year 2010 to becoming a developed nation in terms of economic prosperity, political stability, systemic stability and social harmony.

The Federal Military Government under General Yakubu Gowon in 1970 introduced three 'R^s' – Reconstruction, Rehabilitation and Reconciliation. The primary aim was to put in place all the damaged structures during the Nigeria – Biafra Civil War. The program also helped immensely in not only rehabilitation but building of new structures in Nigeria. Furthermore, several National development and rolling plans were put in place, all for the purpose of development.

There is no gainsaying that the Federal Government of Nigeria and state governments alike have done marvelously well in planning for development. Where problems exist, we cannot attribute it to poor plan formulation, but largely due to poor funding, corruption or implementation strategies (Okereke, 2000)

The 1st National Fadama Development Programme (Fadama1) sponsored by the World Bank was introduced on February 23, 1993 and closed on March 31, 1999. The second National Fadama Development Programme became effective in 2004 and had wound up following the full take off of third National Fadama Development Programme (Fadama111) in 2008. Fadama means "a land that is capable of being irrigated". Usually, it refers to low-level plains located by water-bearing rocks, also known as aquifers. Fadama is typically water logged during the rainy season. The areas are considered to have potential for economic development through appropriate investments in infrastructure, household assets and technical assistance (Nwachukwu, Agwu, Ezeh & Kamalu, 2008). Fadama is a Hausa word meaning *a valley-bottom, flood plan or a low land around a river*. Fadama usually flood naturally but the term also applies to areas where people have channeled or pumped water for their farms or other purposes. Fadama means irrigable land usually low-lying plains underlay by shallow aquifers found along Nigeria's major river systems. Such lands are especially for irrigated production, feed and water for livestock. The enormous land is only partially developed (Fadama. net.). Fadama Programme is a World Bank Assisted Poverty Reduction Programme involving agricultural diversification.

1.1 Statement of the Problem

Nigeria after the so called political independence formulated many agrarian and non-agrarian policies and programmes to foster food sufficiency and general development in Nigeria. But unfortunately the intended impact was not felt.

There are worries that the context (environment) in which administrative action was pursued affected the implementation of third National Fadama Development Programme as a public policy (i.e. decision-making units, implementing units, disposition of implementers, complexity in policy characteristics and regime characteristics). There are many decision-making units which are involved in the implementation of the programme. These are World Bank representatives, Minister of Agriculture, National and State coordinators, and Bureaucratic implementers at national and state level. More worrisome to the various challenges of the state government in ensuring development of Enugu State is that the state government through Fadama programme loaned

improved rice seeds and other agro allied chemicals to Fadama farmers or beneficiaries, but unfortunately, they failed to pay their counterpart funds which scuttled the implementation of the programme for the development of Enugu State.

In addition to the above challenges of Fadama programme is lack of skilled technical staff for extension services. The Fadama programme has no single qualified extension personnel that would have trained and educated the Fadama famers on how to use modern farming technology or techniques for modern farming (Nwankwo,2018: Head Implementation and Evaluation Department (I&E)), but facilitators were appointed to act as extension agents. The number of farmers or farm families which the extension agent (EA) is capable of reaching at a particular time and period in all the states in Nigeria is limited, and the number varies between 1 Extension Agent (EA) to 800 Farmers and 1 EA to 1200 farmers (Ajuka, Anyim & Ijioma, 2015). These problems identified above in this study are among the major challenges affecting the implementation of Fadama111 Programme for the development of Enugu State.

1.2 Objectives of the study

i.   To determine the extent extension services has contributed or impaired the performance of FADAMA III in Enugu State

ii   To proffer implementable suggestions to reposition the FADAMA programme in Enugu State Nigeria.

1.3   Hypothesis

i.   : Weak extension service is responsible for   the inability of   FADAMA III to make the intended impact in Enugu State.

2. LITERATURE REVIEW

2.1 Policy implementation and Nigerian development

Ajulor (2018) states that policy implementation is the process of changing a formulated policy into reality. It provides the operational area of function in carrying out public policy declared by competent authority. In the execution of public policy, the combination of human, material, machine, and money is highly necessary.

To Yusuf, Salako, Adedina, Ogunbayo and Oni (2017) citing (Ijeoma) public policy refers to government decisions designed to deal with various social problems like unemployment, crime, environmental protection, foreign policy etc. Yusuf et.al, (2017) propose that a policy is a definite course or method of action selected from and in the light of given conditions to guide and usually determine present and future decisions.

According to them, policy implementation involves series of activities that are directed towards putting programmes to the necessary personnel, logistic support and funds which will enhance the actualization of the policy objectives.

 Yusuf et.al, 2017 maintain that successful implementation of a policy depends on the following:

1. Its policy must be effectively communicated e.g. from the government to the relevant body that has the power to enact and implement it.

2. The policy must be clearly communicated and easy to interpret if it is to be implemented effectively. Too much ambiguity can truncate the implementation of the policy.

3. Finally, the resource applied to implementation must be integrated into the existing processes and agencies. This is the point where adopted policy model plays significant roles in the successful implementation of the policy. Public policy is very critical since it is the spring board to development (Yusuf et.al 2017). In the opinion of Yusuf et.al, in the Nigerian context, policy making is easily made but the issue of proper implementation to achieve the developmental objectives is the problem that needs attention. They conclude that the problem with Nigeria is not policy formulation but that of implementation.

Obodo (2016) quoting Clark defines public policy as "a series of steps taken by a government to solve problems, make decision, and allocate resources or implement various policies and in general to do the things expected of them by their constituencies.

Iyanda and Bello (2016) citing Egonmwan view implementation as the process of converting inputs financial, information, materials, technical, human, demand and support etc into outputs- "goods and services".

Neera, Yufang, Yao, Liyum and Yongpin (2017) define policy as the laws, ordinances, and rules, as well as the government (or other) support to implement projects on the ground. According to them, the definition of policy can be described as the ability to apply control over the issue being addressed in a defined geographical area (village group, administrative village, township) in relation to specific social groups (domestic water users, agriculture water users, village groups), instrument (government funds, private sector support), actors (village group leaders, village leaders, township water mangers) and mechanisms (projects, infrastructure, and technologies) for successful operation.

According to Chukwuemeka (2013) the term "policy is government/public oriented. Individuals do not make policy, but make decision. Chukwuemeka defines public policy as pronouncements of government intentions by people in positions of public trust, demanding negative or positive response from the majority of the members of a given society. Public policy is a statement about future events. Henry (2013) asserts that Public Policy is a course of action adopted and pursued by government. According to Chukwuemeka (2013), Implementation of policy refers to those activities directed towards putting a project into effect. The process involves organizing the bureaucracy, marshalling out resources, assigning duties and responsibilities and also making interim decisions. It is usually at the policy implementation stage that interested groups and individuals become aware of the assistance of a new policy and usually try to push for either its modification or total rejection. Henry (2013) defines implementation as the execution and delivery of public policy by organizations or arrangements among organizations.

In the view of Vedanta and Kamruddian (2015), policy can be broadly defined as a proposed course of action of an individual, a group, an institution or government to realize a specific objective or purpose within a given environment. They further posit that public policies are government

decision, and are actually the result of activities which the government undertakes in pursuance of certain goals and objectives. They maintained that public policy formulation and implementation involves a well-planned patterns or course of activity. It also requires a thorough close-knit relation and interaction between the important governmental agencies viz: the political executive, legislature, bureaucracy and judiciary. The objective of public policy is always and for all times the betterment of the entire society. Public policy is the chief instrument of a politically organized community.

According to them, the following will make the nature of public policy clearer:

i.   Public policies are goal oriented. Public policies are formulated and implemented in order to attain the objectives which the government has in view for the ultimate benefit of the masses in general. Those policies clearly spell out the programme of the government.

ii.   Public policy is what the government actually decides or chooses to do. It is the relationship of government units to the specific field of political environment in a given administrative system. It can take a variety of forms like law, ordinances, court decisions, executive orders, decision etc.

iii.   Public policy is positive in the sense that it depicts the concern of the government and involves its action to a particular problem on which   the policy is made. It has the sanction of law and authority behind it. Negatively, it involves a decision by the government officials regarding not taking any action on a particular issue (Vedanthan &Kamruddian, 2015).

Abdu (2013) refers to public policy as any plan programme or project embarked upon by the government to achieve specific goals or objectives. She maintained that in Nigeria, public policies include government plans and programmes in agriculture, health, industry and pension.

Ezeani (2006) defines public policy as a proposed course of action which the government intends to implement in response to a given problem or situation confronting it. It is statement of what government wants to do or what it will not do.

In a similar pragmatic approach, Anderson (2003) defines policy as a relatively stable, purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern. He maintains that this definition focuses on what is actually done instead of what is only proposed or intended, differentiates a policy from a decision, which is essentially a specific choice among alternatives; and views policy as something that unfolds over time. According to him, public policies are those developed by governmental bodies and officials. (Non- governmental actors and factors may of course influence public development).

The special characteristics of public policies stem from their being formulated by what a political scientist, David Easton, has called the "authorities in a political system, namely: "elder, paramount chiefs, executives, legislators, judges, administrators, councilors, monarchs, and the like" (Anderson, 2003). These authorities are, the persons who "engage in all daily affairs of a political system" and are "recognized by most members of the system as having responsibility for these matters," and take actions that are "accepted as binding most of the time by most of the members so long as they act within the limits of their roles as quoted by (Anderson 2003). Anderson further

said that public policies are those produced by government officials and agencies. They also usually affect substantial number of people.

2.2   Conceptualizing Development

Ahmed and Dantata (2016) define development as multi-faceted phenomena that are concerned with total transformation of the political, economic, social and cultural aspects of the society that require commitment and structure conducive for the implementation of development programmes.

According to Okoye (2014) in his "Tradition Economic Measure of Development", the term development means the capacity of a national economy, whose initial economic condition has been more or less static for a long time, to generate and sustain an annual increase in its gross national product at rates of perhaps five to seven percent or more. According to him, Economic view of Development in this perspective is defined in terms of the reduction or elimination of poverty, inequality and unemployment within the context of a growing economy. But, beyond narrow economic criteria, development must be conceived of as a multidimensional process involving major changes in social structures, popular attitudes and national institutions, as well as the acceleration of economic growth, the reduction of inequality and eradication of poverty (Okoye, 2014).

Okoye (2014) asserts that development is the sustained evaluation of an entire "human life. For clarity, at least three basic components or core "values" should serve as a conceptual basis and practical guideline for understanding the "inner" meaning of development. These core values are life sustenance, self-esteem and freedom from servitude. These core values represent common goals sought by all individuals and societies. They also relate to the fundamental human needs which find their expression in almost all societies and cultures, at all times.

Ewuim (2012) states that development is a multidimensional and sectoral process which involves the total re-organizational and re-orientation of the entire economic, social, physical and infrastructural systems. She further defines development as the means of efficient and effective utilization of the available resources (Men, material and money) in such a way that the entire populace will have equal opportunity to meet the basic needs of food, shelter, and clothing, plus good governance and the right to work now and in the future.

Ewuim also says in the views of the United Nations, development means capacity building and empowerment. According to the body, it is only when people are empowered that they would be able to receive the benefits of development. In other words, people play important roles in the course of development. This is because they are not only the target of developmental programmes, but they are also the instrument of development. This underscores the fact that people are the human resources, the physical labour and also constitute the technical and professional skills. Therefore, people are labour in the classical categorization of labour and capital as the prime movers of social and economic development.

Nze (2010) says that development is multidimensional process involving the reorganization and reorientation of the entire social and economic system. It involves a radical change in institutional, social and administrative structures. It also involves the reorganization of the political structure, attitudes, customs and beliefs. Therefore, we have to see development in systematic teams, social,

economic, political administrative and cultural systems, and their reorientation for better human condition that is, reduction of inequality and eradication of poverty (Nze, 2010).

Finally, development also means making sure that the future is sustainable (Nze, 2010). Sustainable development means meeting the needs of the present generation without compromising the needs of future generation (Jhingan, 2011).

2.3 Policy Thrust of Third National Fadama Development Programme

The programme development objective is to sustainably increase the income of Fadama users or beneficiaries, i.e., those who depend directly or indirectly on Fadama resources. The target beneficiaries include:

1. The rural poor engaged in economic activities (crop farmers, livestock farmers, fishermen or fish farmers, traders, processors, hunters, gatherers, artisans etc.).

2. The disadvantaged groups (women, widows, the physically challenged, sick, elderly, People Living with HIV& Aids (PLWHA), and other vulnerable groups).

3. Service providers (Government agencies, private operators, professional/semi-professional associations). The strategy is demand-driven approach (bottom-up approach) whereby all users of Fadama resources would be encouraged and assisted to develop a participatory and socially inclusive local development plans (LDPs). The LDPs are the only bases for support under the programme (Fadama III, Anambra State, 2009).

According to Adesina (2012), the National Economic Management Team has unveiled an Agricultural Transformation Agenda Policy for the development of the country. The focus is to assure food security, reduce expenditure of foreign exchange on food imports, diversity the economy, generate foreign exchange and create jobs. The agenda is focused on major policy reforms to eliminate corruption in the seed and fertilizer sectors through E-Wallet System, improve the functioning of market institutions, establish stable crop processing zones to attract private sectors into areas of high production, to reduce post-harvest losses, add value to locally produced crops and foster rural economic growth. And also, to treat agricultural endeavour as an investment which must generate return like any other viable business and using bottom-top approach to engender accountability and delivery of results in the entire programme.

In addition, the agenda includes improvement in rural infrastructure and access of farmers to financial services and markets. The transformation agenda sets out to create over 3.5 million jobs in the agricultural sector from rice, cassava, sorghum, cocoa, tomato, cotton, maize, soybean, oil palm, cassava livestock, and fisheries with many more jobs to come from other value chains under implementation. Adesina, the former minister for Agriculture and Rural Development further stated that between 1980 and 2010, the federal and state governments had spent over N873 billion

on fertilizers subsides. And out of this amount, Nigeria has lost N776 billion to corruption and fertilizer racketeering within the period. The transformation from rustic farming to mechanized agriculture which requires empowering local farmers to adopt modern and cost-effective technologies is now vigorously pursued (Adesina, 2012).

In 2013, the Federal Government approached the World Bank with Agricultural Transformation Agenda (ATA) Policy for additional support fund, and this fitted into the development programme of the World Bank. The World Bank-Federal Government Fadama 111 Programme entered into a new phase tagged Fadama 111-Additional Financing (AF). This new phase began in February, 2014 and ended in December 31st, 2017. The principal aim of Fadama 111 AF was to align with the activities of the agricultural transformation Agenda (ATA) of the Federal Ministry of Agriculture and Rural Development focusing on production and linkage to market. Six states, namely: Anambra, Enugu, Lagos, Niger, Kogi and Kano were selected as core states for implementation of Fadama 111-AF. Selected crops of intervention were rice in Badagi in Niger state, cassava in Alape in Kogi state, tomatoes, rice and sorghum in Kano state, rice in Ketu Eregun Epe, Lagos; rice in Adani in Enugu state and rice in Omor, Anambra state. (Fadama 111 AF News, 2014).

3. METHODOLOGY

The study is quantitative in nature, therefore survey research method was adopted. Data collected were analysed and subjected to statistical measurement to determine the outcome of the hypothesis formulated.

4. DATA ANALYSIS

4.1   Lack of Skilled technical staff for Extension Services

The Table 4.1 reveals that the majority (68.4%) of the respondents either agree or strongly agree (Mean = 3. 89, Standard deviation = 0.714) that irregular visit and supervision of Fadama farmers by extension agents/ Facilitators affected their large-scale production. Almost 75% of the respondents either agree or strongly agree 0.735 that Fadama farmers don't know how to apply fertilizers due to lack of extension education. The Grand mean = 372 and standard deviation = 0.494 indicating that overall, the respondents agree that there is significant impact of lack of Manpower cum extension personnel.

Table 4.1 Lack of Skilled Manpower for Extension Services

		Percentage of Respondent%					Mean	Standard deviation	Decision
	Variable: Lack of manpower. No of items = 8. Valid Response = 392.	SA	A	U	D	SD	Mean	Standard deviation	Decision

1	The fadama farmers' poor understanding and application of technologies affected their large-scale production.	24.5	51.3	24.2	0.0	0.0	4.00	0.699	Agree
2	Irregular visit and supervision of fadama farmers by extension agents affected their large-scale production.	20.4	48.0	31.6	0.0	0.0	3.89	0.714	Agree
3	Fadama farmers don't know how to use pesticides due to lack of extension workers' training.	25.3	49.7	25.0	0.0	0.0	4.00	0.710	Agree
4	Fadama farmers don't know how to apply fertilizers because of lack of extension training.	23.5	51.3	23.5	1.8	0.0	3.96	0.735	Agree
5	Fadama farmers don't know how to use irrigation method of farming due to lack of extension education.	24.0	46.9	25.0	4.1	0.0	3.91	0.804	Agree
6	Fadama farmers are unable to embrace mechanization because of lack of extension training.	23.2	48.7	25.0	3.1	0.0	3.92	0.775	Agree
7	Agricultural extension contributes to increase agricultural	21.2	50.3	26.8	1.8	0.0	3.91	0.778	Agree

	production in quantity and quality.								
8	Fadama farmers don't need extension training and education.	0.8	8.7	15.8	52.0	22.7	2.13	0.887	Disagree
	Variable (Grand) Mean and standard deviation						3.72	0.494	Agree

Source: Field survey 2022

4.2 Test of hypothesis

$$\text{Development} = \beta_0 + \beta_1 \text{fund} + \sum_1$$

$$\text{Ho}: \beta_1 = 0 \text{ vs } H_1: \beta_1 = 0$$

: Weak extension service is responsible for the inability of FADAMA III to make the intended impact in Enugu State.

Variable	Beta Coefficient	Std. Error	t-statistic	Prob. (sig)
Constant	2.472	0.222	11.145	0.000
Funds	0.022	0.060	0.385	0.700
R^2	0.000409			
F. statistic	0.160			
Durbin-Watson (DW)	1.71			

Source: SPSS Version 20, E-views

From table 4.2 the beta coefficient corresponding to recruitment of skilled technical staff for extension services is positive (0.022), suggesting a positive relationship between the dependent

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and independent variable However, the t-statistic is too low and its associated probability is well above 0.05 (t = 0.385, p = 0.700), indicating the relationship between the use of skilled extension staff and implementation of Fadama 111 and the development of Enugu State is not significant. The table also indicates that the regression line is very poorly fitted ($R^2 = 0.000409$) and positive autocorrelation (DW < 2) may be present in the model. The null hypothesis is therefore not rejected.

5.   FINDINGS

The findings revealed (t=-1.257, p>0.1), indicating the relationship between content of the policy on the implementation of Fadama III and the development of Enugu State. This shows that the content of the policy has significant effect on the implementation of third National Fadama Development Programme and the development of Enugu State.

The study equally revealed (t=0.0227, p>0.05), indicating the relationship between lack of skilled manpower for extension services for the implementation of the third Fadama III and the development of Enugu State. This shows that there is significant relationship between lack of skilled extension services for the implementation of third Fadama III in Enugu State.

The study also revealed that (t=0.385, p>0.050) which shows the relationship between the non-payment of counterpart funds for the implementation of the Fadama III in Enugu State is impaired. This therefore indicated that there is significant relationship between the non-payment of counterpart fund by beneficiaries for implementation of Fadama 111 and the development of Enugu State.

5.1   Conclusion

From the analysis and discourse, it has become discernible that the FADAMA III has not made the intended impact in the development of Enugu State contrary to the vision of the policy formulators.

5.2. Recommendations

1. The operators of FADAMA III should redesign the programme and ensure that the skilled extension workers are employed and their capacity developed to ensure that they understand the strategies of implementing FADAMA III in Enugu State.

 2.   The government should put in place a monitoring unit to ensure that the implementers of FADAMA III in Enugu State follow the guidelines.

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