

**ASSESSMENT OF FADAMA III PROGRAMME ON FOOD SECURITY
IN BENUE STATE, NIGERIA.**

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Abstract

There have been heated debates on the effectiveness of foreign aid like FADAMA III programme on the well-being of the beneficiaries. Most of the studies established a positive relationship between foreign aid like FADAMA III project and development using economic indicators like: Gross Domestic Product (GDP), Gross National Product (GNP), and per capita income. None of these studies used development indicators like: food security and poverty among others. This study examines the effects of FADAMA III programme on food security in Apa Local Government Area of Benue state. The study adopted survey design and purposive sampling procedure to select seven (7) informants from Apa Local Government Area. Key Informant Interview (KII) was the instrument used to collect information from the key informants and analyzed non-numerically. The study found that, training constitutes the major activities of the FADAMA III programme, targeting poverty, unemployment reduction and food security. The study equally found that, most of the beneficiaries are still within the moderate and low threshold in their condition of living;and therefore concluded that, FADAMA III programme did not eradicate and reduced to the barest minimum cases of food insecurity and poverty in Apa Local Government Area of Benue State. The study therefore recommends broadening of scope of subsequent FADAMA III assistance programme in terms of training and coverage to enable it ameliorates the challenges of food insecurity in Apa Local Government Area of Benue State, Nigeria.

Keywords: FADAMA III, Food Security, Food insecurity and Poverty.

Introduction

Five decades plus after independence in 1960 with all the foreign assistance at her disposals, Nigeria still remain a poor country with a per capita income of US \$260 in 2000 and less than that in 2014. As at 2015, approximately 70 percent of the Nigerian population still lived on less than \$1 a day (about 84 million people), a clear indication of extreme poverty. Real Gross Domestic Product (GDP) growth has remained sluggish, averaging 3.5 per cent per annum since year 2000; it will required an annual GDP growth rate of 7 – 8 per cent to halve the number of people in poverty by 2015 which translate to an investment rate of more than 30 per cent per annum that was never met. Foreign aid intervention has been seen and described as a panacea to the plight of the

developing world by the developed countries; this account to why the stated goals of this assistance are rather too large: to end extreme world poverty and achieve development in poor countries. Nigeria as a country has struggled with development since independence to date. The situation of the country using all the development indicators as described by Oshewolo (2011) is a 'bewildering paradox'.

Despite this description, Benue state one of the beneficiary of the International Fund for Agricultural Development (IFAD) specifically its FADAMA III program was rated the most economically secured state in Nigeria according to the National Human Development (2016) report. A success that the donor agency asserted in their 2017 national report that they cannot claim due to other foreign intervention programmes ongoing in the state and the fact that, Benue state is a food hub in her own capacity, coupled with the counterpart funding challenge the programme contended with, in the state; even with the recorded fifty (50) per cent achievement which does not show a practical break down across the three (3) benefited local government areas including Apa local government areas in the state.

Studies by John & Sackey, (2008); Rajan, (2008); Dovern & Nunnemkamp, (2007); Easterly, (2006); David, (2006); Burnside & Dollar, (1997) that established a positive relationship between aid (FADAMA III) and development (food security) all use pure economic indices like: Gross Domestic Product (GDP), Gross National Product (GNP), and per capita income as variables for measuring aid effectiveness. None of these studies used development indicators like: food security, poverty, unemployment, social inequality among others, hence a gap in the aid effectiveness literature.

Furthermore, bulk of the studies carried out on aid effectiveness IFAD, (2016); Hunt, (2008); Easterly (2006); Sach, (2005), have all been situated in regions, countries, and states. There is however inadequate data or study on aid and development effectiveness in locality such as Apa Local Government Area of Benue State.

All these issues raise a number of challenges for aid (FADAMA III) effectiveness especially on (food security) development in Nigeria as a whole and Apa local government area of Benue state in particular. First, is there any practical relationship between these foreign assistance and development in the benefiting areas? If there is, what is the magnitude of such relationship using the necessary development indicators? And what is its likely effect on the residents of the benefiting areas?

In view of these issues and the fundamental questions raise above, this study focus on the assessment of FADAMA III on food security in Apa Local Government Area (LGA) of Benue state, Nigeria which has benefited from the FADAMA III programme.

Conceptualization and Explanation of Key Concepts

The National Fadama Development Project (NFDP) was established to guarantee all-year round growing of crops and promotion of simple and low cost improved irrigation under World Bank financing. Food crops grown on the Fadama Development Project include: rice, leafy vegetables, okra, maize and other crops including root and tuber. The programme aimed at reducing poverty and increasing farm productivity and income of participating farmer. NFDP I and NFDP II were adjudged successful by both national and international assessors culminating in Federal Government of Nigeria requesting the

World Bank to implement the third National Fadama Development Project (NFDP III) (Ezeh, 2007; Bello, 2008; Ike, 2012).

The scope of the Third National Fadama Development Project (NFDP III) was extended to involve all 36 states in the federation and the Federal Capital Territory (FCT) as a tripartite funded intervention of the World Bank; the Federal Government of Nigeria and participating States. Funding is by World Bank contributing 55.6%, Federal Government of Nigeria, 5.1%; participating States and Local Governments contributing 17.1% and 8.9% respectively. The World Bank had provided the sum of \$200m US Dollars for Nigeria Fadama III project as at August 2013. The NFDP III is aimed at sustainably increasing income of beneficiary groups such as Fadama Users Groups (FUGs) and Fadama Community Associations (FCAs) in all the states by directly delivering resources to them, empowering them to take decisions collectively on how to effectively and efficiently allocate and manage resources for their livelihood activities. By doing this the project helped to reduce rural poverty, increase food security and contribute to the achievement of a key millennium development goal. The project which started from July 2008 and with an end line of June 2013 was extended to December, 2017. The programme strategy included investing in public infrastructure, asset acquisition using matching grants and advisory services on best ways of improving group management mechanisms to avoid and resolve conflict(s) within participating groups. In this regard facilitators were deployed to Nigerian communities to provide training and technical support to all categories of FADAMA resource users to improve performance of the programme in participating state and to ensure welfare delivery; statutory and

independent assessments need to be provided with evidences gathered from farmers themselves (FMARD, 2003; World Bank, 2013; Osondu, 2014).

The concept of security comprises everything that is ‘empowering’ for individuals: human rights, including economic, social and cultural rights, access to education and health care, equal opportunities, good governance and so on. The UNDP’s (1994) Human Development Report is thus correct to call human security people-centred because it concerns how people live and breathe in a society, how safety and freely they can exercise their many choices, how much access they have to market and social opportunities. Food security therefore required that, all people at all times have both physical and economic access to basic food. It equally required not just enough food to go round, but that people have ready access to food – that they have an ‘entitlement’ to food, by growing it for themselves, by buying it or by taking advantage of a public food distribution system. The availability of food is thus a necessary condition of security but not a sufficient one. According to United Nations (UN) (2015) the overall availability of food is not a problem, rather the problem often is poor distribution of food and a lack of purchasing power.

The main goal of food security, therefore, is for individuals to be able to obtain adequate food needed at all times, and to be able to utilize the food to meet the body’s needs. Accordingly, the World Bank (2001) identified three pillars underpinning food security: food availability, food accessibility and food utilization. These concepts infer that food security is not just a production issue. Food availability for a farm household means ensuring sufficient food is available for them through production. However, due to lack of adequate storage facility and pressing needs, the peasant farmers, mostly end up

selling excess produce during harvest period, and sometimes rely on market purchase during the off – farm seasons. For Doppler, (2002) and Capone, (2014), food accessibility means there is the economic power to obtain food, simply making food available and accessible. Food availability can be achieved when sufficient supply of appropriate quality of food is consistently available to all individuals. Conclusively, food security is principally a function of availability, affordability (accessibility) and utilization of food in the right quality and time.

Theoretical Frameworks

The paper adopted the dependency and the soft power, soft governance perspective as its theoretical framework. The dependency perspective to development emerged both as challenge and an alternative approach to modernization theory. Its origin could be traced to voices and writings of scholars from regions confronted with the challenges of underdevelopment and continuous western exploitations. Such voices and writings include: Frank, Amir, Rodney cited in Alubo (2012) among others. The theory was to a large extent influenced by the Marxist theory of social change.

The main tenets or premises of dependency theory are: i. poor countries provide natural resources, cheap labour, a destination for obsolete technology and markets to the wealthy nations, without which the latter could not have the standard of living they enjoy. ii. Wealthy nations actively perpetuate a state of dependence by various means -this influence may be multifaceted, involving economics, media control, politics, banking and finance, education, culture, sport and all spheres of human resource development. iii. Wealthy states actively counter the attempts by dependent nations to resist their

influences by means of economic sanctions and / or the use of military force (Todaro, 2003).

One of the exponents of this theory is Frank (1960), a German economist of development who contributed enormously to the theory; he devised and popularized the phrase ‘the development of underdevelopment’, describing what he saw as the deformed and dependent economies of the peripheral states – in his terminology the “satellites” of the more advanced “metropolis”. He further argued that the developing or emerging countries were doomed to stagnation because the surplus they produced was appropriated by the advanced capitalist countries, through agencies like: the World Bank, International Monetary Fund (IMF), World Trade Organization (WTO) and the transnational corporations.

Dependency theory therefore rejects the notion of ‘uni-linear’ change and destined process. The practice of assigning one set of ‘bi-polar’ characteristic to developed countries and another to underdeveloped countries is likewise rejected in preference to seeing these as opposite side of the same coin. Proponents of this theory see the developed countries and developing countries in an exploitative relation, a kind of zero-sum game, such that prosperity and boom (depicting the West) in the metropolis are matched by poverty (the picture of developing countries) in the satellite (this metropolis-satellite relationship is an internationalization of the Marxist bourgeoisie-proletariat analysis).

Furthermore, exponents of this perspective posit that, the causes of underdevelopment in the developing countries are found not inside the individual developing countries but in

the past and present relations with other countries; countries that have continued to deplete the human and material resources needed for development. Reliance and dependence with these exploiting and yet posing as developed countries assisting developing countries should therefore be discouraged and discontinued.

On the other hand, the emergence of a new form of global power and governance in the expansion of economic and political dominance triggered the emergence of the soft power, soft governance perspective. It has its origin in diplomatic and international relations studies; championed by diplomatic and international relations scholars like: Nye, (2004); Calmy-Ray, (2007); and Obuah, (2010) among others. They argued that western nations have rearticulated their policies and strategies based on soft power paradigm which usually arises from the attractiveness of a country's culture, political ideals, and policies. This approach is basically having the ability to get what you want through attraction rather than coercion or payment. Incidentally, the flourishing and expanding trade between China – one of the western power or developed economy and the African states, specifically Nigeria is as a result of their soft power approach and Nigeria leaders' inability to comply with soft governance perspective in their dealings with them broadly explained the exploitation of her rich human and natural resources.

A typical example of this strategy is the Global Compact Initiative among others which was launched by Kofi Anna the then UN Secretary General and Klaus Schwab at the 1999 World Economic Forum (WEF) in Davos. The idea consist of bringing companies from around the world together with United Nations (UN) agencies, labour and civil society to support ten universal principles. Through the non-coercive power of collective action, the Global Compact seeks to promote responsible corporate citizenship, so that

business can contribute to finding solutions to the challenges of globalization. Unfortunately, Nigeria and other African state are signatory to this concept, and sadly, compliance to this universal business ethical principle have remain a huge challenge to the African states (Iwuamadi, 2012).

As a way of applying the adopted theories to the phenomenon under study relaying on their various tenets /argument above; the west adoption of soft power strategy in penetrating Nigerian and her leaders' inability to effectively mastered and apply the soft governance strategy has led to her continuous exploitation and heavy reliance on the west rather than promoting or patronizing local and national counterparts. This view or submission is aptly captured by exponents of the dependency theory in their explanation of the underdeveloped conditions of developing country like Nigeria on her over-reliance on the advance capitalist countries for assistance in form of FADAMA III package. With such dependency as long echoed by Frank, (1960) several years ago, the country is doomed to stagnation because the surplus we often produced would always be appropriated by the advanced western capitalist countries through agencies like: the World Bank (WB), International Monetary Fund (IMF), World Trade Organization (WTO) and transnational corporations which have broken into smaller disguised groups and brokers with similar exploitative intensions. Today, the country is stagnant like the water in a lake; the western capitalist sharks come with their boats in form of aid packages like the FADAMA programme and fish her mineral resources and wildlife and leave her with morsels – crumbs, what they felt Nigerians deserve as lazy people ever depending on them.

Methodology

The location of the study is Apa Local Government Area of Benue State; survey design was adopted for the study since its deals with just the beneficiaries of FADAMA III programme in Apa local government area. Key Informant Interview (KII) was the instrument used for information gathering. Seven (7) key informants purposively drawn from the beneficiaries of FADAMA III programme were interviewed; six (6) of them are FADAMA III beneficiaries (two (2) from Ogbokpo, two (2) from Ojope, two (2) from Ojanteller and one (1) Apa local government area council staff. The key informants were selected purposively base on their duration of residency, experience and knowledge of FADAMA III programme as beneficiaries as well as the study area. The information gathered was analyzed non-numerically using content analysis.

Assessing FADAMA III Programme on Food Security in Benue State, Nigeria

An adequate assessment of FADAMA III programme on food security in Benue state Nigerian can be done via an explicit measuring indicators or indices; to that effect, Hoddinott & Yohames (2002) provides the following indicators for measuring food security: identifying the food insecure; characterizing the nature of their insecurity; and monitoring the changes in their circumstances as well as assessing their impact of intervention. Though properly outlined, these indicators or indices are uni-polar and not too explicit and therefore too clumsy for measuring food security. But the World Bank, (2001) identified three (3) indicators that are multidimensional, explicit and straight forward and adopted by this study to measuring food security. The indicators are: food availability, food accessibility, and food utilization at all times.

Various studies such as: Ezech, (2007),Ajayi & Nwalieji, (2010),Olaolu, (2010);Adeoye, (2011),Ike, (2012),Yunana., (2013), and Mohammed (2014) all found a significant

impact of FADAMA III on participants' income, assets and/or poverty status and food security.

On a broader scale, Nigeria's basic indicators place the country among the 26 poorest countries in the world. The proportion of Nigerians living below the poverty line of one dollar a day has increased dramatically during the last two decades. In year 2000, more than 70 per cent of Nigerians were estimated to be living below the internationally defined poverty line. In the same year, both per capita income and per capita private consumption were lower than the early 1970s. Per capita income fell from \$ 1,600 in 1980 to \$ 270 in 2000. Poverty in Nigeria is both state – and sector – based; almost 90 per cent of Nigeria's poor are engaged in agriculture, while 58 per cent of the urban population are living in poverty (ADF, 2003).

It should be noted that, the status of human development in Nigeria has not shown remarkable improvement in spite of the changes in the social and economic conditions in recent year's couple with the foreign assistance like FADAMA III. Economic growth in Nigeria has not been associated with food security and poverty reduction has not abated in turn slowing down the rate of improvement in human development as evidenced by only marginal improvement in the HDI between 2012 and 2015 (National Human Development Report, 2016).

Furthermore, decency in living standards incorporates factors related to income, health, asserts and inequality. The degree to which there is decency in living standard is the degree to which people have overcome poverty. Poverty measures are therefore useful in explaining food security and decent living standards. The Multi-dimensional Poverty Index (MPI) represents a holistic measure of people's deprivation in food, health,

education and standard of living using ten indicators across these dimensions. The MPI combines information on the proportion or incidence of people's deprivations as well as the intensity of these deprivations (NBS, 2015). Assessing residents of Apa Local Government Area on this base line and the World Bank (2002) food security measurement indicators; conclusion and generalization cannot be reliably made that the residents of Apa have fare or are faring well in their living condition at all times despite benefiting from the FADAMA III programme implemented that covers just production without training on how these produce can be transformed to finished products which could have ensure food security at all time in Apa local government area of Benue state, Nigeria.

Analysis and Discussion of Major Findings

The interview was conducted at different time and places where the informants agreed to be interviewed in the cause of the field work in Apa Local Government Area of Benue state. The interview was conducted on Friday and Saturday 27th and 28th April, 2018. All the key informants have a maximum duration of residency of twenty (20) to thirty (30) years respectively, showing their deep knowledge and understanding of their areas as well as the FADAMA III aid assisted programme.

On the experience of the informants on FADAMA III programme in Apa Local Government Area; they felt it was exciting and rich since it has improved their sources of livelihood to a large extend. But none of the seven (7) key informants could state or understood in a clear terms the underlining aim of the FADAMA III package they benefited from beyond their stated aims in Apa Local Government Area. This lack of understanding of the informants of the FADAMA III programme beyond its stated

objectives justified Hayter's (1971) warning that, foreign assistance like FADAMA III programme is a disguised form of imperialism.

Again, on whether FADAMA III programme truly achieve its core aim in terms of food security in Apa Local Government Area; three (3) out of the interviewed informants highly believe that the programme achieved that core objective. The other informant, four (4) to be specific felt it achieved that core aim to some extent but not completely. Probing further on the exact extent of the achievement, one of the informants expressed his view on the extent as follows:

I'm a local council staff here in Apa, I saw the blue print of the programme before it commence, I saw the implementation phase of the programme proper as well. With these facts, I can say the programme did not achieve one of her core aims of food security completely. But on a scale of 10 – 100 per cent, I would place the level of it achievement at 45 to 50 per cent.

The interview progresses to the question of how FADAMA III programme affects the living conditions of beneficiaries in Apa Local Government Area. Most of the informants asserted that, the FADAMA III programme affects their living condition positively in a way; according to them, they are before now hard working people but the FADAMA III aid programme they benefited from really opened up their insight to doing better what they are used to doing which have added to their improved living condition. The insights and knowledge they now possessed on how they go about their sources of livelihood were gained through organized trainings they were taken through within and outside Apa Local Government Area; and the application of such trainings has improved their source of livelihood tremendously hence their condition of living. One of the beneficiaries of the

FADAMA III programme expressed his experience of the programme on the living condition of the beneficiaries in the following light:

I belong to Echeheja Cooperative Society (FADAMA III); I've attended several certified trainings organized by officials of FADAMA III programme, specifically on beneseed farming, rice farming and processing. Before the training, I normally harvest forty (40) to fifty (50) bags of rice and beneseed every farming season, but after my training by FADAMA III officials, the same crop, the same land but with different method and techniques of farming; I now harvest about a hundred (100) bags of these products every farming season. They may not have given me money directly, though I heard they gave to some, but the trainings I receive have increased my harvest annually as well as my condition of living.

Conclusion and Recommendations

It is the conclusion of this study that, FADAMA III foreign assistance programme implemented in Apa Local Government Area of Benue state did not really reduced to the barest minimum cases of food insecurity and poverty in the benefited areas despite being the core objective of the programme. The trainings that the beneficiaries received are so narrow in scope; the benefited areas and the beneficiaries are still confronted with several development challenges among which are: roads to effectively link up communities, lack of industries to transform some of their produce into other derivatives or finished products, lack of effective and efficient financial institutions among others. There are visible cases of growth like: the quantity of harvest per person in a single farming season,

a lot of commercial activities among others. But the extent to which all of these visible growth activities can be transformed into actual development to ensure food security, affecting the people positively in all facets of human endeavour is seriously lacking because critical sectors necessary to galvanized all these into development to ensure constant food security are not covered by the scope of the FADAMA III foreign assisted programme.

Flowing from the major findings of this study, the following recommendations are made:

- i. Subsequent aid programme like FADAMA III should be broad in scope of coverage in terms of training tools and sector, such trainings should cover for example in the agricultural sector areas like: crop cultivation, processing of such crop into various derivatives or finished products, as well as packaging to ensure a longer shelf life as well as efficient and quality distribution. Aid programme of this nature can create a lot of value chains, affecting sectors necessary and critical for triggering food security.
- ii. Recipient government like Nigeria in general and Apa Local Government Area of Benue state in particular should negotiate and accept foreign assistance like FADAMA III programme that have the potential of addressing the critical development challenge like food insecurity for her citizens. This can be done by creating an effective link between the recipient government, her citizens (the suppose direct beneficiaries) and the donor countries or agencies; to ascertain areas that constitute or poses as challenge to the beneficiaries quest for development, to give the donor countries or agencies the prior knowledge of the critical development challenges and how they can intervene.

- iii. Directions of foreign aid or assistance are dictated most often by political and strategic considerations, much more than by the socio-economic needs of the beneficiaries. Subsequent aid should be properly directed objectively and should focus on critical sectors affecting the socio-economic needs of the recipients and beneficiaries.
- iv. Finally, to achieve all the aforementioned recommendations, leaders of recipients' country like Nigeria and Benue state and locality like Apa Local Government Area should adopt, developed and master the soft governance strategies to equip them with the required skills and tools needed to attract and negotiate foreign aid packages that truly address the socio-economic needs of the beneficiaries.

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