

Impact Assessment of World Bank-National FADAMA 111 Development Project, in Bayelsa State, 2009-2013

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Abstract

This study undertakes a critical assessment of World Bank-FADAMA 111 development project in Bayelsa state. The study made use of qualitative research design and uses content, discourse and thematic approaches in analyzing the data. The Project Development Objective of FADAMA 111 was to ensure that the World Bank through IDA assist states that keyed in to the NEEDS/SEEDS strategic framework on Agricultural policy reforms in order to increase the income growth of rural Fadama users sustainably, through capacity building. The finding reveals that in order to reduce poverty and promote shared prosperity, the Bank uses the Community Driven Development approach in project implementation. The Bank also promoted social inclusiveness by given equal chance of participation to men, women, youths, and vulnerable groups in project implementation. The finding further reveals that by the close of the project in 2013; 95 rural infrastructures were constructed in different communities, income growth of Fadama users increased by 35%, crops yield such as cassava, plantain, yam etc. increased by over 20% due to use in improved farming inputs boosting food security. The study however, observed some challenges bedeviling FADAMA 111 project implementation in the state such as insecurity, non-payment of counterpart fund by the state, diversion of project fund, poor maintenance culture of productive assets by communities such as cold rooms, cassava processing machines, and water projects etc. The study therefore, recommends that the state government pay-up its counterpart fund and set-up standing committee to monitor and hold FCA members accountable for non-functioning of World Bank productive assets in communities.

Key Words: Impact, Assessment, World Bank, FADAMA 111, Development, Bayelsa State

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INTRODUCTION

The World Bank adoption of the Comprehensive Development Framework (CDF) which guarantees member countries or aid recipient countries to take ownership and leadership of their development process through the Community Driven Development (CDD) approach has contributed immensely towards the realization of its noble objective of poverty reduction and promotion of shared prosperity. The World Bank re-engaged and reactivation of its development activities in 1999, through the adoption of a holistic and comprehensive Country partnership Strategy (CPS) in 2005, made it compulsory for the Nigerian government to develop a home-grown Poverty Reduction strategy known as the NEEDS/SEEDS development framework which also paved way for state-level engagements with the World Bank (World Bank, 2010, p. 16).

Consequently, between 2005-2009 the World Bank shifted more attention to the lead states and semi lead states such as Lagos, Kano, Enugu, Kaduna, Jigawa, and Rivers, Cross-Rivers etc. that were

more committed to implementing the Bank reforms through the NEEDS/SEEDS strategic framework; using indices such as policy, budget preparation/performance and fiscal discipline, communication and service delivery, transparency and corruption as benchmark for states in order to reduce poverty and promote shared prosperity through inclusive growth (World Bank, 2010, p. 16). Thus, it becomes imperative for states like Bayelsa who were in dire need of development assistance from the World Bank, and its development partners to domesticate and implement the SEEDS reforms as a home-grown strategic frame work for poverty reduction. It must be noted that Bayelsa state was created in 1996, but the World Bank activities in the state only started in 2000, following the Bank suspension of its development activities in the country as a result of military dictatorship and human rights violations that characterized the 1990s. Thus, the return of democratic rule in 1999 led to the Bank's reengagement and reactivation of its activities which was followed by the adoption of a full Country Partnership Strategy (CPS) in 2005. This begins a new era of the World Bank engagement with states like Bayelsa state that has never felt the impact of the Bank, since the creation of the state in 1996 (World Bank, 2010).

Though, before the adoption of a full CPS in 2005, the Bank has already begun formal activities in the country, using interim strategies in project implementation from FY2000. Therefore, the sectorial analysis of World Bank development assistance in Bayelsa state will begin from 2000 to 2015 or more. Consequently, from FY2000 to 2015 the World Bank has implemented different interventions in the state such Local Empowerment and Environmental Management Project (LEEMP), Community and Social Development Project (CSDP), State Employment and Expenditure for Results (SEEFOR) and FADAMA 111 which is the focus of this study.

Therefore, the objective of this study is to critically assess and measure, the impacts and performances of World Bank-FADAMA 111 project interventions on rural communities in Bayelsa state in terms of poverty reduction and promotion of shared prosperity being the cardinal objective of the Bank. It will also measure, if the income growth and food yields of FADAMA users such as fishermen, crop farmers, marketers etc. has increased as a result of the intervention. The Project Development Objective of FADAMA 111 is to ensure that the World Bank through IDA assist states that keyed in to the NEEDS/SEEDS strategic framework on Agricultural policy reforms in order to increase the income growth of rural Fadama users sustainably, through capacity building.

METHODS AND DATA

The study made use of qualitative research design in data collection and analysis. Thus, in data collection, the study made use of both primary and secondary sources. The primary data method used include: Key Informant Interviews (KIGs) and Focus Group Discussions (FGDs) involving key leadership and members of the Fadama Community Associations (FCAs) and Fadama User Groups (FUGs). Others interviewed were; the state and LGA Fadama Coordinating Officers, community leaders etc. The study also made use of personal Observation method since the researchers were also members of beneficiary communities of Fadama 111 projects. The secondary sources used include: World Bank reports, Fadama Project Development Reports, Academic journals on World Banks, published reports, verifiable online sources. The primary data collected through Key Informant Interview (KII) and Focus Group Discussion (FGD) was transcribed thematically coded and analyzed using thematic analysis technic. The data from the secondary sources were analyzed using discourse and content analytical method. For clarity of purpose, quantitative comparism of revenue receipts, project funds, and socio-economic reports, were analyzed and presented using tables. To enhance validity and acceptability of results, data collected were subjected to triangulation.

THE PROJECT DEVELOPMENT OBJECTIVE OF FADAMA 111

Following the successful implementation of FADAMA 1 & 11 in Nigeria, there was urgent need for the World Bank and the Federal government to drive the program to other states that did not benefit from the previous programs. There was also the need to consolidate on the gains already made in states that benefited from the previous programs so as to boost food security, increase the income growth of FADAMA users, and reduce poverty. Thus, from the success story of FADAMA 11 as captured during the Implementation Completion Report (ICR), the Monitoring, and Evaluation of Independent Impact Report and the Midterm Review of FADAMA 11 all indicated positively that the targeted outcomes of the project objectives were achieved, 3 years earlier than expected (World Bank, 2013, p. 12). Consequently, due to the gains recorded in implementing FADAMA 11, the need for a whither coverage of the program in the country becomes a necessity, since only 18 states participated in FADAMA 11. It should be noted that Bayelsa state did not participate in either FADAMA 1 or FADAMA 11, but with the coming on board of FADAMA111, the state became one of the beneficiaries among the 36 states that participated. It must also be noted that the word “FADAMA” is a Hausa word meaning “low-cost land” (World Bank, 2013, p. 12).

The Project Development Objective of FADAMA 111, was to ensure that the World Bank through IDA assist the Federal government and states that have keyed in to the NEEDS/SEEDS strategic framework on Agricultural reforms, by increasing the income growth of rural land users and water resources in a sustainable manner through capacity building. The targeted group or the FADAMA resource users are: fishermen, crop farmers, hunters, gatherers, folks, processors, and marketers etc. (World Bank, 2013, p. 3). FADAMA 111 like other World Bank programs such as LEEMP, CSDP, and SEEFOR also used the Community Driven Development (CDD) approach as a poverty reduction strategy for project execution in communities. As noted earlier, in this work, the CDD approach ensures that communities take ownership and leadership of their development process through project design, implementation, monitoring, and impact evaluation. The CDD approach is aimed at reducing poverty through community empowerment; prompt and good service delivery, accountability, transparency, and a better flow of communication between the host communities and the implementing agencies (World Bank, 2009, p. 12).

PROJECT IMPLEMENTATION OF FADAMA 111 IN RURAL COMMUNITIES OF BAYELSA STATE

Consequently, on July 1, 2008, the World Bank Board of Directors approved \$250 million IDA credit to the Nigerian government and its 36 participating states including FCT. Though, the total project cost was put at \$450 million but it was agreed that the Federal government and the participating states pays the balance of \$200 million as counterpart fund. Based on this understanding the Federal government was to contribute \$23 million, states \$77 million, LGAs \$40 million and the benefiting communities and civil society groups participating was to contribute \$60 million dollars (World Bank, 2013, p. 11). As stated earlier, the FADAMA 111 project covers the 36 states of the Federation including FCT, Abuja; thus, the program was implemented nationwide, but in not more than 20 LGAs in each of the participating states as specified. Though, Bayelsa state only has eight (8) LGAs; therefore, the program was implemented across the eight LGAs, with the State Ministry of Agriculture and Natural Resources in collaboration with the state Agricultural Development Program (ADP) office as the implementing agencies of FADAMA 111. Significantly, out of the \$250 million approved by the World Bank (IDA) the Bayelsa state government and the participating eight LGAs got \$7,852,530 which was disbursed in tranches. However, by the close of the program in 2013, the Bayelsa state government was able to draw down \$7,595,200.42 which represents 84% of total

disbursement due to the successful implementation of the program in the state (World Bank, 2013, p. 12).

The Bayelsa state government and the participating eight local governments were also expected to make their own counterpart contribution annually to support the operational cost of the FADAMA 111 program. The state government was expected to contribute N56, 355, 148.00 million while the eight local governments were to contribute N16, 000, 000.00 million annually but surprisingly, the state government only contributed N56, 000, 000 in 2012 while the eight LGAs only paid N16, 000, 000 in 2009 only as counterpart fund (World Bank, 2013, p. 43). The implication is that both the state government and the local government only contributed once, throughout the life span of the program (2009-2012) thus, posing implementation challenges to the program. The table below shows the contributions made by both the state and the eight local government councils.

Table 1: Bayelsa State Government Counterpart Fund Contribution for FADAMA 111

YEAR	BUDGET	ACTUAL	SHORTFALL	PERCENT IMP.	REMARKS
2009	56,355,148	0	56,355,148	0%	
2010	56,355,148	0	56,355,148	0%	
2011	56,355,148	0	56,355,148	0%	
2012	56,355,148	56,000,000	355,148	99.4%	
2013	56,355,148	0	56,355,148	0%	
TOTAL	281,775,740	56,000,000	225,775,740		

Source: Bayelsa SFCO, Financial Management Records November, 2013

Table 2: The Eight (8) Local Government Counterpart Fund Contribution for FADAMA 111

YEAR	BUDGET	ACTUAL	SHORTFALL	PERCENT IMP.	REMARK
2009	16,000,000	16,000,000	0	100%	
2010	16,000,000	0	16,000,000	0%	
2011	16,000,000	0	16,000,000	0%	
2012	16,000,000	0	16,000,000	0%	
2013	16,000,000	0	16,000,000	0%	
TOTAL	80,000,000	16,000,000	64,000,000		

Source: Bayelsa SFCO, Financial Management Records, November, 2013

As stated earlier, the Project Development Objective of FADAMA111 is to increase the income growth of the rural poor known as FADAMA User Groups (FUGs) and the FADAMA Community Association (FCA) through resource management and sustainability, local empowerment of community groups, and rural infrastructure investment. This was aimed at reducing poverty through equitable income distribution and enhancing food security as a measure towards achieving the Millennium Development Goals. The FADAMA 111 Project Development Objectives had some key indicator targets among which are:

- i) That by 2013, 75% of FADAMA user households such as fisher men, plantain farmers, rice farmers, cassava and maize processors etc. who benefited directly from the project activities (FUGs, FCAs) should increase their average real income by 40% or more
- ii) That by 2013, the yields of Agricultural products such as cassava, pepper, okra, yam, potato, and rice etc. of benefiting FADAMA users (FCAs, FUGs) must have increased by at least 20%

- iii) That the FADAMA User Groups or FADAMA Community Associations should be able to save 10% of their income annually as a replacement value for (depreciation) their major income generating asset such as boats, cassava processing machine, cold room, and markets etc. with effect from two years of usage.

The targeted group or the main beneficiaries of the FADAMA 111 as defined in the Project Development Objective include (World Bank, 2013, p. 13)

- i) The rural poor that are engaged in economic activities as a means of livelihood such as farmers, fishermen, pastoralists, traders, nomads, hunters and gatherers, processors and marketers etc.
- ii) The relatively vulnerable or disadvantaged groups such as; widows, physically challenged, HIV/Aids persons, youths, women etc. who lives in extreme poverty.
- iii) Service providers such as manufacturers, contractors, and consultants etc. both in the public and private sectors, professionals and semi-professional groups operating in the project location or areas.

According to Mr. Victor Forcados a field officer in the Monitoring and Evaluation Unit FADAMA Bayelsa; community members of common interest Group are encouraged to form groups of 10-15 members known as FUGs. A single community can have up to four or five FUGs depending on the size of the community. Ten members of the FUGs are selected to form the FCAs, who manages, plan, strategize, coordinate, and implement the policy direction of the State Fadama Coordinating Office (SFCO). The FCAs are the project management committee who ensures that projects of economic importance are identified and recommended to the state FADAMA Coordinating office for implementation. The FCAs does the procurement process and manages the finances released for project execution. To ensure accountability and transparency the FCAs appoint among themselves one as the chairman, Secretary, Treasurer, Financial secretary each performing their assigned role (V. Forcados, personal communication, July 3, 2018).

It must be noted that based on the Project Development Objective of FADAMA 111, the National target for FCAs in each state was 200 and 10 FCAs in each local government council. Thus, assuming each state has up to 20 LGAs which could have produces 7,400 FCAs in the 560 LGAs the program was supposed to cover in the 36 states and FCT inclusive. Consequently, in Bayelsa state alone, 1,156 FUGs were formed across the eight local government councils of the state specifically among the rural poor in communities and groups with common economic interest such as fish farming, crop farming, snail farming, and agro-processors etc. Thus, from the 1156 FUGs registered, 95 FCAs were formed from the FUGs who were the Project Management Committees. The FCAs coordinate, represent, and manages the activities of the FUGs in terms of implementing sub-projects and rural infrastructures identified by communities in the Local Development Plans (LDPs) (World Bank, 2013, p.14).

The Local Development Plan is a strategic document which highlights project priorities based on need assessment chosen by the various FUGs through the FCAs. The FCAs using the Community Driven Development (CDD) approach identify projects of priority needs that are of economic importance to the group and community, that could create income for the Fadama users and improve their socioeconomic wellbeing such as bridges, cold room, cassava processing plant, haulage boat, market stall, etc. According to Mr. Forcados Victor, the state Fadama Coordinating Office (SFCO) helps the FCAs and the FUGs in developing or preparing the Local Development Plan, a prototype of conventional business plan. The LDPs serves as a guide for project implementation to both the

state Fadama Coordinating Office and the Fadama Community Associations. The LDPs highlights the financial implications of the project (budget), implementation strategy, Environment and Social Management Plan (ESMP), project time line, project design etc. (V. Forcados, personal communication, July 3, 2018). Significantly, by the close of the project in 2013, the State FADAMA Coordinating Office succeeded in preparing 95 Local Development Plan covering 95 Rural Infrastructure and sub-projects for the 95 Fadama Community Associations across the eight LGAs in the state (World Bank, 2013, p. 26).

The FADAMA 111 also emphasized the need for social inclusiveness in project implementation for all the categories of people in the FADAMA User Groups. Hence, the need for being gender sensitive by ensuring that all strata of society such as the women, youths, and physically challenges form an integral component of both the FCAs and the FUGs. Consequently, from the Project Completion Report, the Bayelsa state FADAMA 111 project ensures that all genders and vulnerable groups were given fair and equitable representation in project activities and formation of FUGs and FCAs; thereby promoting social inclusiveness, capital formation and the income growth of all social classes (strata).

It should be noted that FADAMA 111 as defined by the Project Development Objective had five components with each having subcomponents, among which are:

- i) **Component 1: Capacity building, Communications and Information Support for various Groups in the state.** The component 1 contain the following three subcomponents:
 - a) **Capacity building support and training for community organizations in the state:** At this stage the Bayelsa state FADAMA Coordinating Office organized two to three days training workshop for the different FCAs and the FUGs who are to benefit from the project fund. The training focuses on areas such as financial management like bookkeeping and financial records, preparation, and implementation of Local development Plan, maintenance, and sustenance of productive assets, marketing strategy, procurement process, conflict resolution, operating a saving scheme for FUGs and FCAs etc. Significantly, FUGs and FCAs in the state that have benefited from the capacity building training include: Otuokpoti FCA (Cold room), Agada FUG (fish farm), Otuan FCA (foot bridge), Aguobiri FCA (foot bridge), Oyubu FCA (borehole) etc. Each of the eight local government took their turn for the capacity building training exercise. The state Fadama office at the end of the project year prepared 95 Local Development Plan for rural infrastructure projects and subprojects (World Bank, 2013, p. 14).
 - b) **Capacity building for Local Government Councils in the state:** As stated earlier the FADAMA 111 projects was implemented across the eight local government councils of the state. Therefore, the State FADAMA Coordinating Office ensures that staffs are given adequate and requisite training on the modus operandi of FADAMA 111 and how to implement the project. Thus, professionals and consultants are hired by the state FADAMA office to train staffs of the FADAMA office. Some were even sent for external training outside the state in order to enhance effective service delivery. The capacity building training focuses on financial management for council management, innovative planning strategy at the community level, good governance, and integration of community planning in to the local government system in order to enhance sustainable development practices, technical assistance, and advisory services to the participating LGAs etc. The state Fadama Office also ensures that each LGA maintain project accounts of various FCAs these accounts are subject to audit on annual basis in order to promote accountability and transparency. The state FADAMA office also signs a memorandum of understanding (MOU) with the participating LGAs before project funds are released. Project funds are released to the FCAs in tranches depending on the progress made in terms of implementation (World Bank, p. 14).

- c) **Communication and Information support to the FUGs and FACs:** The state Fadama Coordinating Office at this point ensures that information regarding the project information is properly disseminated to the participating social groups and communities. This could be done through seminars, radio announcement, town hall meeting etc. which could be cost effective. It must be noted that for capacity building and communication alone the Bayelsa state Fadama office spent \$362, 166 thousand from 2009 to 2013.
- ii) **Component 2: Provision of Small-Scale Community Owned Infrastructure to Communities:** This is one of the crucial components of the FADAMA 111 project which was aimed at providing and improving Rural Infrastructures (R.I) in communities. Thus, apart from giving funds to the various FCAs and FUGs to develop and expand their chosen economic interest or field, communities are also given opportunity to identify and chose projects of priority needs or infrastructure for funding using the CDD approach. Grants are given to each of the participating FCAs on tranches for a demand driven community projects. The project cost ranges from \$1000 to \$10,000 thousand as disbursement to participating FCAs are made in three tranches for both rural infrastructure and the User group funding.

The State FADAMA Office also disbursed fund ranging from \$10,000 to \$35,000 to fund projects that cut across two local government councils known as “Cross-FCA subproject” which will be beneficial to both FCAs and FUGs. The first disbursements for FCAs are used in acquiring farming inputs relevant to the group such as herbicides, fertilizers, cutlass, spraying can, cassava processing plant, piggery, catfish fish fries etc. According to the World Bank, the objective of the Rural Infrastructure component of the FADAMA 111 project is to create and improve the accessibility of the rural poor to productive and viable rural infrastructures that increases the income of FADAMA users, promote shared prosperity through poverty reduction in participating communities. The component also creates an improved access to markets as farm produce are sold with little or no effort while farming input are readily acquired at a low cost.

Significantly, the Bayelsa state Fadama Coordinating Office has made huge impacts in terms of providing rural infrastructures to the rural poor as this has reduced the challenges faced by farmers in terms of production, distribution, storage, processing, transportation, and marketing of farm produce by Fadama users. According to Mr. Victor Forcados, with these constrain faced daily by Fadama users being reduced; it has also boosted their income growth through cost and waste reduction and at such the project Development Objective of Fadama 111 was achieved (V. Forcados, personal communication, July 3 2018). Thus, by the close of the project in 2013, the State Fadama office has funded 95 rural infrastructure projects through the FCAs across the eight local government areas of the state. Some of the rural infrastructure projects include: cold room constructed in Otuokpoti community in Ogbia at the cost of N1.5 million, foot-bridge constructed at Otuan community in Southern-Ijaw at the cost of N1.350 million linking the community to the fadama user group farms.

At Opuama community, a market was constructed containing 20 stalls at the cost of N3, 654,000 million. A foot bridge was also constructed for Amatolo and Okumbiri linking the two communities; constructed at the cost of N4, 320,000 million to enable the FADAMA users in both sides have access to the market. A water project was also constructed at Oyobu community (bore hole) at the cost of N756, 000. The bore hole provides water to the Fadama users fish pond and also source of drinking water to the community; thus, serving dual purpose. As stated earlier, 95% of such projects were constructed across the eight LGAs covering different participating communities of Fadama users (World Bank, 2013, pp. 32-33).

iii) **Component 3: Advisory Services and Input Support to Farmers:** This Component of the FADAMA 111 project contains two sub-components. The State Fadama Coordinating Office (SFCO) disbursed \$39.5 million to provide advisory and input support for FADAMA User Groups.

a) **Advisory Services to FADAMA Users:** The Advisory services of the FADAMA 111 project provides technical services beneficial to the needs of the FADAMA User Groups in the area of crop production, processing, marketing and supply chain; all geared towards increasing their income growth. Thus, the state FADAMA Coordinating Office engages the paid services of professionals, consultants in both public and private sector in providing productive services to the FCAs and FUGs. For example, before funds are disbursed to the FCAs and FUGs, the state Fadama office engages facilitators and consultants in training and giving technical advises in the area of financial management, operational manual guideline to FUGs and FCAs. The state FADAMA office spent \$24.5 million naira for advisory services alone between 2009-2013 (World Bank, 2013, p.

b) **Input Support to Farmers in Bayelsa state:** The state FADAMA Coordinating Office provides farming input and new technology in the area of improved seedlings, fertilizers, and agro-chemicals to FUGs and FCAs. The state Fadama Office ensures that farmers or FADAMA users are given grant equivalent of the purchase price of the input per FUG while the FUGs pay the remaining 50% as counterpart fund. As a criterion for participation in input purchase, the state FADAMA office compel FUGs to open a project account through which counterpart contributions are to be paid. The FUGs enjoy the input facility for a period of two years to enable them become familiar with the new technology introduced (input). Significantly, 20 FCAs (280 FUGs) had access to new crop varieties, 5 FCAs (60 FUGs) had access to new breed of livestock and poultry inputs, 23 FCA (321 FUGs) had access to fisheries, and 3 FCAs (48 FUGs) had access to agro-processing inputs and advisory services. It must be noted that more than 50% of FADAMA agro-farmers had access to rural advisory services on new crop varieties and fertilizer application. Consequently, in a bid to promote sustainability of advisory services and inputs support to farmers, FUGs are linked to financial institutions such as the Bank of Agriculture, Bank of Industry to enable them open a saving account. The saving account enables them to access credit for the purchase of farming inputs on subsequent occasions. Thus, for Input Support Service alone, the State Fadama Coordinating Office (SFCO) spent \$202, 442.43 for the procurement of farming inputs to FUGs.

iv) **Component 4: Support to the Agricultural Development Banks, Sponsored Research, and on-Farm Demonstration in Bayelsa state.**

The fourth component of the FADAMA 111 project contains five sub-components. It should be noted that the Bayelsa state Fadama project 111 is been coordinated and implemented by the state Ministry of Agriculture in collaboration with state Agricultural Development Program (ADP) located at Swali, Yenagoa, Bayelsa state. Thus, the staff of the state Ministry of Agriculture and the state Agricultural Development Program provides staff support, advisory services, and technical support to the FCAs and FUCs as the implementation agencies.

Asset Acquisition for individual FUGs or Economic Interest Group (EIG): Under this component the state Fadama Coordinating Office (SFCO) provides or gives matching grants to FUGs and FACs in order to finance the acquisition of productive assets that will generate income for Fadama users. The grant to Fadama users is aimed at value addition for products produce by FUG members. The matching grant is targeted towards improving the economic wellbeing of various Economic Interest Groups and the vulnerable such as the widows, physically challenged, HIV/Aids positive persons etc.

v) **Component 6:** Comprises of subcomponents such as Project management, Monitoring, Evaluation, and EMP compliance which took \$2,130,240 million

TABLE 3: DISBURSEMENT OF FUND BASED ON COMPONENTS FOR FADAMA 111 (US\$)

COMPONENT	ALLOCATION	ACTUAL DRAWDOWN	PENDING SOE	TOTAL DISBURSED	BALANCE UNDISBURSED	PERCENT ACHIEVEMENT
A CAPACITY BUILDING	317,354.89	362,166	-	362,166	-44811.11	114.12
B FACILITATORS ALLOWANCE	760,929.20	316,198.90	220,723.58	536,922.48	224,006.72	70.56
SMALL-SCALE COMMUNITY-OWNED INFRASTRUCTURE	1,566,098	1,405,629.31	-	1,405,629.31	160,468.69	89.75
ADVISORY SERVICES/INPUT SUPPORT	585,964	506,106.08	27,262.87	533,368.95	52,595.05	91.02
ADVISORY SERVICES	363,296.68	303,663.65	27,262.87	320,021.37	21,038.02	88.09
INPUT SUPPORT	222,666.32	202,442.43	-	213,347.58	31,557.03	95.81
ASSETS ACQUISITION FOR FUGS/EIGS	2,491,919	2,459,494.65	-	2,459,494.65	32,424.35	98.70
PROGRAMME MGT.	2,130,265	1,545,605.69	28,278.97	1,573,884.66	556,380.34	73.88
TOTAL	8,438,493.09	6,595,200.63	276,265.42	6,871,466.05	981,064.04	81.43

Source: Bayelsa SFCO, Financial Management Records November, 2013

PERCEIVED IMPACTS OF FADAMA 111 ON FADAMA USER GROUPS IN BAYELSA STATE

As stated earlier the project Development Objective of Fadama 111 project is to increase the income growth of Fadama land and water resources users in a sustainable manner. The idea is that if the income growth of the rural poor is being sustained it will lead to poverty reduction, shared prosperity, food security, and sustainable employment will be created. The FADAMA 111 program also uses the Community Driven Development (CDD) in project needs identification, project design, project implementation, monitoring and evaluation. It must be noted that the Community Driven Development approach is synonymous with the Comprehensive Development Framework of the Bank, recommended in the Country Partnership Strategy (CPS) where political leaders, community leaders, opinion leaders, civil society groups, men women, and youths takes ownership, leadership, and responsibility of their own development process (World Bank, 2007).

Thus, in implementing FADAMA 111, Economic Interest Groups (EIGs), vulnerable groups such as farmers, fishermen, widows, hunters, processors, pastoralists, marketers, HIV/AIDs positive persons, were encouraged to form groups of 10 to 20 known as the FADAMA User Groups (FUGs) and FADAMA Community Associations (FACs) as the Project Management Committee. The FADAMA 111 project was implemented across the eight local government areas of the state with individuals and communities (Fadama Users) as the beneficiaries. According to the Bayelsa stata Fadama Coordinating Office (SFCO) as at December, 2013, during the Project Completion Report; 1156 FADAMA User Groups (FUGs) were registered, 95 FADAMA Community Associations (FCAs) were formed, and 95 Local Development Plans were prepared for Fadama Community Associations for implementation. Consequently, from the 95 LDPs, 95 rural infrastructures were constructed in different communities for Fadama users. Rural Infrastructures (RI) build are shown on the table below:

Table 4: Distribution of FADAMA Rural Infrastructure Projects across the Eight LGAs

S/N	Rural Infrs. Sub-Projects	Brass	EKELGA	KOLGA	Nembe	OGBIA	SALGA	SILGA	YELGA	Total	
1	2 feeder Roads			1			1			2	
2	5 Small bridges						1	3	1	5	
3	48 market stalls	2	10	6	5	1	11	7	5	48	
4	15 Bore holes		1	2	2		1	4	5	15	
5	22 Cold rooms	7		1	6	6		2		22	
6	3 Agro processing Units					3				3	
	Total:	95	9	11	10	13	10	14	17	11	95

Source: Bayelsa SFCO, Financial Management record Nov. 2013

Some of the benefiting Fadama Community Associations (FCAs) are: Otuokpoti Community (Cold room), Otuan Community (Foot bridge), Aguobiri community (Foot bridge), Oyobu community (Bore hole) etc. It should be noted that the Small-scale Community Owned Infrastructure component alone took \$536,922. 48; which was disbursed to various FCAs in different communities across the eight local government areas of the state (BSGN, 2013, p. 8).

Another remarkable impact made by the Fadama 111 in the state was in the area of social inclusion of all segments of society in the project activities. There was no gender bias or social domination by some groups in project activities and participation. As both men and women, youths, the vulnerable such as HIV/AIDs positive persons, adequately and fairly represented. In terms of gender representation; 11,033 men representing 46% were mobilized for the project while 12,993 women (54%) were equally mobilized and involved in the formation of FUGs and FCAs. Also, in the formation of FUGs; out of the 1156 FUGs that were formed Youths had 16 FUGs, Widows ((49), Vulnerable (11), Female groups (23), Male groups (2) and Mixed groups involving men and women (1055).

Table 5: Beneficiaries of FADAMA 111 on the Basis Social Class

S/N	CATEGORIES OF BENEFICIARIES	NO OF FUGs	PERCENTAGE %
1	Youths	16	1.4%
2	Widows	49	4.2%
3	Vulnerable	11	1.0%
4	Female Groups	23	2.0%
5	Male Groups	2	0.2%
6	Mixed Groups (male and female)	1055	91.3%
	Total	1,156	100%

Source: Bayelsa SFCO, 2013

Table 6: Beneficiaries of FADAMA 111 on the Basis of Gender

S/N	NO OF BENEFICIARIES	TOTAL	PERCENTAGES
1	Male	11,033	46%
2	Female	12,993	54%
		24,026	100%

Source: Bayelsa SFCO Records, Nov 2013

Therefore, from the above analysis, the Bayelsa state FADAMA 111, promoted social inclusiveness in the delivery of project components as both men and women, vulnerable and physically challenged were all adequately and fairly represented in project activities and formations of FUGs and FUCs in the state (World Bank, 2013).

The Project Development Objective first key indicator target was to ensure that 75% of Fadama household users who benefited from the project support activities like fish farming, piggery, poultry, crop farming, processing, marketing, snailry, bee farming etc. (FUGs) should increase their average real incomes by at least 40%. Thus, as at 2009 when the Fadama 111 kicked-off, the average household's income at baseline in the state was N118,490.8 but by 2012, after three years of project implementation the average-income of about 75% of Fadama users increased to 27.76% (N150, 200.62). Again in 2013, the average income of Fadama users in Bayelsa state further increased by 35% which translate to N202, 770.84. The implication of the above statistics is that Bayelsa state Fadama users almost meet the national target of 40% as the difference was only 5%. Therefore, FADAMA 111 made positive impact on the life of the average Fadama users in Bayelsa state. Their incomes were not only increased by 35% but income growths were evenly distributed among the various Economic Interest Groups such as: youths, women, widows, physically challenge, HIV/AIDs persons, etc. (BSGN, 2013, p. 4).

The second Project Development Objective key indicator was to ensure that by the close of the project in 2013, the yields, (output) of agricultural products like food crops, livestock, agro-forestry, and fisheries etc. of participating households in Bayelsa state increase at least by 20%. As at 2009, the baseline value for agricultural produce like maize was 18.77 metric ton, yam: 167.11 metric ton, Plantain: 171.33mt, cassava 124.49mt but by 2013 the FADAMA household users as a result of usage in improved farming inputs like improved seedlings, fertilizers, herbicides etc. the yields of their crops increased by over 20%. The table below clearly shows the analysis.

Table 7: Increase in the Yield of Agricultural Products of FADAMA Users in Bayelsa state

S/N	FUGs Crops	Baseline value, 2009	2011	2013	Percentage Increase
1	Cassava	124.49 metric ton	162.83mt	290.5mt	78%
2	Plantain	171.33 metric ton	205.60mt	311.51mt	52%
3	Yam	167.11 metric ton	217.25mt	297.6mt	37%
4	Rice	10.49 metric ton	12.59mt	45.2mt	259%
5	Fisheries	44.64 metric ton	53.57mt	69.64mt	30%
6	Pepper	15.64 metric ton	20.34mt	26.24mt	29%
7	Maize	18.77 metric ton	22.53mt	30.42mt	35%

Source: Bayelsa SFCO, 2013

The implication from the above tabular analysis is that FADAMA user groups in Bayelsa state by the close of the project in 2013 have increased their crops yield by over 20% surpassing the national average. The increase in yields means that Fadama user groups in the state earned more income and at such poverty was reduced and economic prosperity shared. Therefore, the Project Development Objective of the Fadama 111 project was achieved.

The third Project Development Objective key indicator was to ensure that Fadama user groups in the state save at least 10% of their annual income as replacement value for their most productive asset due to depreciation. Thus, it was expected that by the end of the project year in 2013, savings from all income generating assets will be up to 10%. Consequently, as at 2012, the various FUGs were able to save N3, 732,000 million as a replacement value for their productive assets; while in 2013 savings from the FUGs increased by N8, 477, 070. 17 (World Bank, 2013, p. 5).

CHALLENGES FACING FADAMA 111 PROJECT IMPLEMENTATION IN BAYELSA STATE

STATE GOVERNMENT FAILURE TO PAY COUNTERPART FUND

One major challenge that militated against the implementation of FADAMA 111 intervention in the state is the failure of the Bayelsa state government in not paying the agreed counterpart fund for the World Bank intervention. Thus, for example in the implementation of FADAMA 111 between 2009-2013, the Bayelsa state government was only able to pay N56, 000, 000 for just one year instead of N281, 775, 740 million for the five years that program run (BSGN, 2013, p. 12). Similarly, in the implementation of the World Bank Community and Social Development Program (CSDP) between 2009- 2003, the Bayelsa state government was only able to pay N200, 000, 000 million for two fiscal years alone instead of N5 million naira for the five years the program run (CSDA, 2014, p. 8). The state counterpart fund is supposed to be for operational cost but when the state government refuse to fulfill her own part of the agreement it hinders the successful implementation of the intervention. In an interview with the Operational Manager of CSDA, Mr. Alagoa Yale, he laments that one of the major challenges facing the Agency in the implementation of World Bank intervention in the state is the refusal of the state government not paying their own counterpart fund. And that this has hindered their operation to a large extend, considering the difficult nature of our terrain in terms of development. According to him, the World Bank has always paid their own as at when due, though it comes in tranches but the Bayelsa state government has always failed in their part. This position was also shared by the Monitoring and Evaluation Manager, Mr. Gunns Hollishead (H. Gunns, Personal communication, July 8, 2018).

MISPLACEMENT OF PRIORITY AND MISTRUST BY CPMC, FCAs, AND FUGs MEMBERS:

As noted earlier, the World Bank uses the CDD approach in implementing micro projects in the state. The CDD approach allows community leaders and members to decide on projects of priority needs through the Community Project Management Committee. FADAMA 111 uses the FCAs in its project management and implementation. The challenge is that in some cases either out of ignorance or selfishness the Project Management Committee's choses projects that are of no economic value to the people and the Economic Interest Groups. Thus, for example the Otuokpoti FADAMA Community Association (FCA) identified a cold room as rural Infrastructure project for the community and a productive asset that could increase the income growth of FADAMA Fishermen Users Group in Otuokpoti community. Ironically, the state FADAMA Office identified and eulogizes Otuokpoti FCA as one of their success stories where FUGs are generating income from the cold room (Productive Asset). However, from the field survey conducted, the researcher discovered that the cold room constructed at the cost of N1, 400, 000 has been abandon and grasses taken over. In an interview, with one of the FCA members Mr. Afiemoh Dressman; he narrated that since 2010, when the cold room was build and commissioned by FADAMA 111 it has not been tested to even ascertain if the cold room is working or not. And that the cold room was even commissioned without a generating plant. He accused the FCA Management of diverting monies meant for the FUGs and the cold room project (D. Afiemoh, Personal communication, July 4, 2018).

Secondly, in terms of the economic viability of the cold room to Otuokpoti Fadama User Groups and the community at large, building a cold room in Otuokpoti community is a misplaced priority. Traditionally, fishing is one of the preoccupations of the people as families depends on it for subsistence living but not for commercial purpose that will require a cold room. Thus, the question is, of what economic value is the cold room? The same scenario applies to Otuasega community where a cold room was built since 2010, but has not been put to use. Cold room should rather be

built in commercial fishing communities like Brass, Nembe, Ekeremo, Ageh etc. that have access to international waters and where fishing is their only occupation.



Plate 1: An Abandon cold room project in Otuokpoti Community, Ogbia built by FADAMA 111

Similarly, a cassava processing plant built for Fadama User Groups in Ibo community, Ofonbiri community, and Okotiana Community have since been abandon due to management crises associated with corrupt practices among the FCAs and the FUG members. Information from field report suggests that those managing the cassava processing plant are diverting the proceeds from the cassava plant. And that in most cases when the machine broke down, members will still have to contribute money for repair. Thus, in that situation some members have no option that to abandon the supposed productive asset for one or two persons accused of diverting the proceeds.

Again, in Otuogori community, a local boat constructed at the cost of ₦3, 000,000 by SEEFOR-FADAMA has also been abandon due to crises of confidence among the FCAs and the FUGs members. From field report, members are accusing the Chairman of diverting monies meant for the FUGs; an allegation the FCA Chairman, Mr. Dokubo Yilaziba has denied while interviewing him. According to him the N5, 000, 000 approved for the FADAMA User Groups were not use by members to acquire the farming inputs as recommended and that when it was time for the FADAMA Monitoring and Evaluation team to visit their farms the FUGs had nothing to show for it. He told the researcher that as the chairman of the FCA, he advised members to use the approved money to acquire the farming inputs, but members felt it was their own share of the national cake and never bought one farming tool and that affected the second tranche payment for the FUGs. And that was the beginning of the crises to the extent that members have to involve a lawyer in order to remove him through the court. Though, he has finally stepped down for another member as chairman in the interest of peace and progress in order for the FCA to move on. They have also resolved to put the new boat, acquired for them by SEEFOR-FADAMA for use, as a productive asset for rent (D. Yilaziba, Personal communication, August 8, 2018).

However, there seems to be a total disconnect between the World Bank Project Objective and the participating communities. The World Bank sees the intervention as poverty reduction tool while the participating communities seeing it as their own share of the national cake and an avenue to amass wealth. It is also sad to note that even the implementation agencies who are supposed to sensitize the beneficiaries on the essence of the grant and then monitor and evaluate the progress of work done before releasing more fund, will rather connive with the Community Project Management

Committees (CPMC) to divert the fund, even when the project is not been properly implemented or no work done posing sustainability crises.

SUMMARY AND RECOMMENATIONS

In summary the successful implementation of the FADAMA 111 (2009-2013) using the Community Driven Development (CDD) approaches led to a significant increase in the income growth and food yields of FADAMA Users. The project was a huge success in Bayelsa state as poverty among the Fadama users such as fishermen, crop farmers, marketers, vulnerable groups etc. was reduced and prosperity shared among the rural poor. Though the project implementation also witnessed some major challenges like project fund diversion, poor maintenance culture of productive assets, state government not paying its counterpart fund, insecurity etc. but however, Fadama 111 achieved the Project Development Objectives (PDO) in the Bayelsa state.

Base on the outcome of this study, the recommendations has been made to policy makers.

- i) That the World Bank through its implementation agencies like FADAMA 111, CSDA, SEEFOR and contractors adhere strictly to safeguard policies as well as implementing Environment and Social Management Plan (ESMP) mitigation strategies in project site so as to promote environmental sustainability. Contractors who violate ESMP and safeguard policies should be sanction.
- ii) That the Bayelsa state government and local government councils should strive to pay its counterpart fund so as to enhance effective implementation of project intervention fund and set up standing committee to monitor and hold CPMC members accountable for non-functioning of World Bank productive assets in communities.
- iii) That the World Bank should collaborate with the Federal government through the Ministry of Finance to deduct at source from the state share of its statutory allocations as counterpart fund so as to avoid delays in project execution
- iv) That participating communities in World Bank intervention should elect or nominate credible people as members of the Community Project Management Committee (CPMC) so as to ensure quality service delivery and to avoid project fund being diverted.
- v) That participating communities should strive to protect and maintain productive assets of the World Bank so as to promote sustainability of assets, as this will attract more intervention.
- vi) That participating communities identify only projects that are of priority needs and economically viable to them.

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