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**REVIEW OF THE FARM SETTLEMENT SCHEME IN NIGERIA FROM  
1999 TILL DATE**

Master's Thesis

Technology Governance and Digital Transformation

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I hereby declare that I have compiled the thesis independently and all works, important standpoints and data by other authors have been properly referenced and the same paper has not been previously presented for grading. The document length is **12,567** words from the introduction to the end of conclusion.

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## **List of Abbreviations and Symbols**

<b>ADP:</b>	Agricultural Development Projects
<b>AERLS:</b>	Agricultural Extension and Research Liaison Service
<b>CBN:</b>	Central Bank of Nigeria
<b>FAO:</b>	Food and Agricultural Organization
<b>FAOSTAT:</b>	Food and Agricultural Organization Statistics
<b>FMA:</b>	Federal Ministry of Agriculture and Rural Development
<b>FMARD:</b>	Federal Ministry of Agriculture and Rural Development
<b>FRIN:</b>	Forest Research Institute
<b>GDP:</b>	Gross Domestic Product
<b>IFPRI:</b>	International Food Policy Research Institute
<b>IITA:</b>	International Institute for Tropical Agriculture
<b>ILCA:</b>	Livestock Centre for Africa
<b>ILO:</b>	International Labour Organization
<b>NAFPP:</b>	National Accelerated Food Production Programme
<b>NALDA:</b>	Nigerian Agricultural Land Development Authority
<b>NBS:</b>	National Bureau of Statistics
<b>OFN:</b>	Operation Feed the Nation
<b>SDG:</b>	Sustainable Development Goals
<b>UN:</b>	United Nations

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## **ABSTRACT**

This thesis intends to critically examine the farm settlement policy in Nigeria and various issues that surrounds its implementation in order to achieve agricultural development. Drastic reduction in agricultural productivity has been attributed to poor design and implementation of policies aimed at catalyzing development of the sector. Despite the failure and collapse of the farm settlement policy, it has continued to be reintroduced by successive governments due to some of its recorded successes and perceived importance in employment generation and food production. The reintroduction has been characterized by reoccurring challenges and hence a need to address issues relating to this. The theoretical literature focus on the role of policy in agricultural development; and achievements, problems, and prospects of the farm settlement policy in Nigeria. The author uses a case study approach to understand how government policies modify social behaviour of stakeholders in the agri sector. The aim is to identify challenges and possibly make recommendations based on the outcome of the study. This research will help to assist policy makers, academia, government, and agriculturists to seek a common agenda of policy formulation, implementation towards agricultural development. The study revealed that the farm settlement policy have contributed immensely to food production and improve socioeconomic well-being of the people despite its challenges.

## **INTRODUCTION**

As the world population keeps increasing exponentially everyday, so is the demand for food and resultant food scarcity that threatens human existence at a very alarming rate (Cardno, 2017). Recognizing this ugly trend, the United Nation has made food security as part of its sustainable development goal (SDGs) set to be achieved by year 2030 (United Nations, 2015). An increased food production can be achieved through increased agricultural productivity and consistent agricultural development. Though the frontier model of agricultural development dwells more on increased animals reared and area cultivated to produce food for human consumption (Rutan, 1977), agricultural development also entails enhancement of the socioeconomic of people and resource conservation through policy formulation aimed at capacity building. Since most agricultural production occurs in rural areas, agricultural development is an appendage of rural development and the people therein whose main means of livelihood is predominantly agricultural production (Jaegar, 1981). Hence for any meaningful agricultural development to occur, the element of rural development is arguably important and must be consciously driven and strengthened by special policies in order to achieve desired results.

Nigeria which is the largest producer of major cereal and tuber crops in the Africa (FAOSTAT, 2019) has continued to witness a sporadic decline in agricultural development and production over the years despite numerous approaches that has been designed and adopted to salvage the situation. According to the Central Bank of Nigeria, earnings from foreign exchange as a result of agricultural production dropped from 11% to 2% between the 1970s and 1990s respectively (CBN, 2003). As its population keeps growing at an alarming rate, food scarcity and economic instability has continued to feature prominently on the list of challenges ravaging the country which prides itself as the most populous black nation on earth with more than half of its land mass suitable for agricultural productivity. Numerous authors have attributed Nigeria's agricultural problems to poor agricultural policy formulation and implementation amongst other things.



One of the agricultural policies which has been widely celebrated in the past is the farm settlement policy though not without its ups and downs; and there has been claims and counter claims that challenge the suitability of the policy. This study aims to critique farm settlement scheme in south western Nigeria from 1999 till date. It examines the various issues that surrounds the adoption, implementation, achievements, challenges, and prospects of the farm settlement policy.

Starting with the introduction in chapter 1 which gives a general overview of the thesis. It covers the background information, the scope, aim, statement of problem, research question, and significance of the study. Chapters 2 is a review of literature covering an historic background of agricultural production and policies in Nigeria. Chapter 3 is about the research methodology; case selection, data collection processes and data analysis. Chapter 4 presents the result; from secondary data sources and findings of the interview in an attempt to answer research questions. Chapters 5 expatiate research findings by discussing various issues emanating from research findings with literature reviews, gives recommendation and possibilities going forward. The thesis is concluded with the conclusion which is summary of the main outcome of the study.

## **1.1 Background Information**

Agricultural development in Nigeria has been hampered by diverse challenges which has continued to pose great risk to socio-economic well-being of the entire country and successive government has not been able to proffer any tangible solution that can critically address the fundamental issues as a result of poor policy formulation and implementation (Amalu, 1998). This has resulted in the emergence of even more problems in other sectors of the economy. For any meaningful agricultural development to occur, it is not enough to only formulate policies but conscious and deliberate effort must be geared towards adequately strengthening of such policies (Obayelu and Obayelu, 2014).

Since most of the agricultural activities occurs in rural areas, the establishment of farm settlements in the rural areas has been argued to guarantee an all round development (Jaeger, 1981) by gradually shifting attention from the urban to the rural areas through an agricultural development policy in which government provide all basic inputs that transform peasants to commercial agriculture and encourage an increased food production, infrastructural

development, employment generation transform peasant farmers to assisting peasant farmers (Shafto, 2017). According to Aron (1968) and Abdulsalam (2016) “the farm settlement was modeled after the Israeli *Moshav*, a co-operative, semi-collective agricultural settlement, designed as part of the Zionist state building programme where members work together to develop the land, increase the economy of the state and defend the nation”. In the Israeli *moshav*, farm plots were allocated to each farmer who is willing and able, while all the farming activities on the farm plots were done by mutual assistance amongst members or by individual farmers and his households to produce agricultural products which were consumed primarily by members (Applebaum and Sofer, 2012). These farmers were immigrants who were people who were displaced as a result of the war. The activities were governed by some elected individuals and some unwritten laws; land and some other facilities were provided by both government, and from special levy and taxes paid by members (Aron, 1968). Rokach (1978) and Schwartz (1999) stated that “the *moshav* was planned as a smallholders’ settlement of family farms, organized as a legal cooperative society and based on several unique structural principles – both ideological and practical”. The *moshav* represent collaboration between and within government and individuals with a common goal and objective of food production through communal interaction and capacity building that ensures corporate sustainability and robust social economic wellbeing.

As the *moshav* became more popular and successful over the years, more foods was produced in surplus (Olatunbosun, 1971) and attention also later shifted from planting for farm household consumption to planting of more crops which provided raw materials for industries therefore a sort of agrarian revolution which precedes an industrial revolution. Excess agricultural products were available for export which also increased government and household revenue. (Isiani, 2020). The farm settlement scheme as a model of the *moshav* focus on rural integration, all inclusive participation, optimum utilization of land resource, and rapid transformation of subsistence to large scale commercial agricultural production through direct government intervention that encourages young school leavers and unemployed graduate to adopt innovative strategies and engage in agricultural production in rural communities, hence enhance agricultural development (Abdulsalam, 2016).

## 1.2 Statement of Problem

Agriculture has remained a major occupation of great economic importance in Nigeria and most part of Africa in general from time immemorial (Njoku, 2014). In order to tap into this great potential, agricultural production must be guided and modified by government policies that can enhance increased output and sustainability (Aigbokhan, 2001). Successive Nigerian government over the years has formulated numerous agricultural policies aimed at agricultural development through increase in the productivity of good quality exportable crops, modernization of agricultural activities, and creation of employment opportunity, raw materials for industries, food for its ever-increasing population (largest in Africa) which is over 200million people and projected to hit 430 million by 2050 (National Bureau of Statistics, 2019). Most of these policies experiences abysmal failure, despite success which really don't last (Amalu, 1998). Examples of such policies includes the National Accelerated Food Production Programme (NAFPP), Agricultural Development Projects (ADP), Operation Feed the Nation (OFN). The farm settlement policy is also one of such policies that has suffered huge setback in implementation, administration, and sustainability.

Unfortunately, despite the success recorded *ab-initio* when the policy was first introduced several years ago by the regional government of the south western Yoruba people, it has suddenly went into oblivion (Adebulu, 2019). However, recognition of its advantages and short-lived success which was not sustained has propelled successive governments to reintroduce the policy despite initial failure. Its reintroduction by successive governments since 1999 has also continued to suffer tremendous setbacks and failure which hampers the realization of its major objectives as evident in the various abandoned farm settlements scattered all over the country, continually dwindling agricultural productivity, massive unemployment, food shortage, insecurity and other social vices (Obayelu *et al.*, 2020). Hence it is important to examines critically the issues surrounding the scheme so that effort be geared towards enhancing agricultural development in Nigeria.

### **1.3 Aim of this Study**

This study aims to critique farm settlement scheme in south western Nigeria from 1999 when it was reintroduced till date. It examine the various issues that surrounds the adoption, implementation, success, failure and sudden neglect of the farm settlement policy by using an exploratory case study approach. This is important even as the scheme has suffered tremendous set back and there is need to examine its role in agricultural development.

### **1.4 Research Questions**

The following are the research questions which the thesis attempts ti answer:

1. What specific accomplishments are attributed to the farm settlement policy during the period under review
2. What are the challenges and future prospect of the policy

### **1.5 Significance of the Study**

This case study is important for policy assessment *vis-à-vis* periodically changing situations in public administration and governance. It is focused on the Nigerian agricultural sector with a view to providing relevant information about the significant impact or role, problems and future prospects of the farm settlement policy in Nigeria. Since the centre of implementation of the farm settlement policy lies in the rural areas where most farming activities takes place, this study sought to enhance and ensure effective land utilization, rural development and integration. It also has the potential of contributing tremendously to agricultural development, policy formulation, and the role of various tiers of government in capacity building and effective governance. It gives important clues to policy makers, government at the state, local and federal levels both in Nigeria and beyond (especially other sub Saharan Africa with similar situations) on how best to design, modify, adopt various policies geared towards agricultural development and other sectors

of the economy in a rapidly changing world with various emerging challenges such as unemployment, climate change, population boom and many more.

As Nigeria population increases, so does the food security challenge, and this will increase with its population of about 200million people which has been projected to exponentially increase to close to 450million by 2050. According to available reports from the national bureau of statistics (NBS, 2011) more than half (more than 52.2% ) of this huge population lived in the rural areas (where majority predominantly engage in farming) while a relatively lower percentage lived in the urban (FAO, 2015). At the current rate in which Nigeria population grows, efforts must be doubled towards food security and increased agricultural production which is also a critical challenge and this study provides a clear pathway to combating. It is expected that this study will contribute to the existing literature on agricultural development, policy, farm settlement, and other related issues.

## **1.6 Scope**

This study reviews the performance of farm settlements in Nigeria from 1999 (when it was reintroduced by democratic government) till date and is limited to the south western Yoruba speaking region of Oyo, Ogun, Ondo, Osun and Lagos states where the policy was first adopted and initiated in 1948 before spreading to other regions of the country. Twenty respondent was interviewed remotely through phone calls from each state and selected farm settlements. The information gathered was used to generalize opinions. The study is centred on the Nigerian agricultural sector as a very important sector of the Nigerian economy; policy formulation and implementation; rural integration and development.

## **2.0 LITERATURE REVIEW**

### **2.1 Historic Background of Agriculture in Nigeria**

Oral tradition of information transfer has it that forefathers of all ethnic groups in Nigeria are predominantly peasant farmers who rear domestic animals, hunt in the wild and cultivate crops. The Nigerian coat of arms and green colour of the Nigerian flag both represents the antecedents of the country in agricultural production and the economic significance especially in providing means of livelihood to more than 75% of the population (Oji-Okoro, 2011). The Nigeria agricultural history is also embedded in its political history and can be divided into pre-colonial, colonial and post-colonial periods in order to provide a better understanding of the of agricultural development and agricultural policy formulation over the years (Oreoluwa, *et al.*, 2018). The pre-colonial era witnessed only agricultural production at subsistence level in which the basic focus was the production of staple foods for immediate family and not on a commercial scale (Abiwon, *et al.*, 2017). According Opara (2011), 75% out of the 98.3 million hectares of land available in Nigeria is essentially fertile for farming and agricultural production. However, less than half of this fertile arable land is been cultivated while the remaining lay fallow unused (FAO, 2015). Surprisingly, this small portion cultivated for agricultural production are in the hands of peasant farmers who reside mostly in rural areas with no input support from government and only practice on a very small scale (FAO, 2015). Nevertheless, they still account for an appreciable portion of the GDP and generates more than 70% employment opportunities- a great economic value to the country (Yakubu and Akanegbu, 2015).

### **2.2 Policies and Agricultural Development**

FMA (2001) identifies the role of government at all levels in agricultural policy formulation and implementation. Government's role does not only start and end in paying of salaries and

provision of basic infrastructures only as it is obtainable in most of the African countries including Nigeria. For a vibrant and stable society, there must exist rules and regulations to guide the activities of all and sundry in order to avoid unnecessary chaos. Ikelegbe (1996) defined public policy as “simply actions or in-actions (written or unwritten) of government towards effective service delivery, citizen welfare, and overall socioeconomic development”. It is a work plan or intentions expressed verbally, documented, or put into action and usually created by government as a blueprint to be followed in order to achieve desired goal and objectives most importantly in public governance (Uche, 2011). Hence agricultural policy can thus be extrapolated as a developmental agenda well documented with specific and clear cut actions taken or to be taken in the future towards the overall agricultural development. Uche (2011) defined Agricultural policy as “the statement of what the government wants to do, what it is doing and what it is not doing and what would not be done as regards to agricultural activities”. The major objective is to guide activities and ensure increase production and sustainability of agricultural development.

The significance and impact of agricultural policies on agricultural production and the socioeconomic well-being of countries and its citizenry can not be over emphasized. This has encouraged government all over the world to design policies aimed at enhancing agricultural production (Aigbokhan, 2001). Nigerian government from time immemorial has concentrated efforts on such policies that are capable of increasing quality and quantity of food, raw materials for industries and generate more income for government especially through international trade that involves export of agricultural products into countries over which a comparative advantage in cultivation and production is enjoyed (Maiadua and Suhasini, 2018). These policies are aimed at enhancing overall agricultural development and it includes every step, process or activity aimed at improving production. It is generally expected that for any meaningful agricultural development to take place, there must be a transformation from a previously archaic system to a more improved one which is more effective; efficient and is capable of increasing output (Nwachukwu, 2008). A key indicator of agricultural development is an increase in the number of manufacturing industries which rely solely on agricultural products as raw materials (Udemezue and Osegbue, 2018). An integral part of agricultural development is the aspect of rural development because none of the two can be isolated from each other. Since most agricultural productivity occurs in rural areas, it implies that rural integration and development is key in agricultural development (European Commission, 2018).

### **2.2.1 Colonial Agricultural Policies in Nigeria**

Nigeria was under the influence of the British colonial masters and has an obligation to fulfill by showing full support to his masters through the planting and supply of farm produce which were exported as raw materials to service the British manufacturing industries abroad (Floyd and Adinde, 1967). According to Abiwon (2017) one of the major reasons why Britain had special interest on Nigeria was the availability of huge human, mineral and Agricultural resources that seems readily available to benefit from and utilized to enhance the growth of their manufacturing industries due attention was only given to areas that can only satisfy their own interests which in most cases is at the detriment of the Nigeria state and its people. Therefore the period witnessed such policies that supports massive production of only agricultural products which are highly needed and essential to run the colonial masters' manufacturing industries homefront (Jeffrey, 2013) and total allegiance was necessary in order to guarantee independence.

The policies was tactically enforced by the colonial authorities who supervised the planting of such beneficial crops across the length and breadth of the country since the country was purely a predominantly agrarian type then with good arable land and favourable climate that supports agricultural productivity all year round (Korieh, 2014). Incentives such as waivers, inputs provision and subsidies were provided for the cultivation of such products of special interest in order to encourage more people to venture into it and make its continuous supply and availability a reality (Akpan, 2003; Aderibigbe, 2006). This paved ways for the Establishment of numerous research institutions and parastatal whose primary objectives was to ensure increased production of those crops of interest (Jeffrey, 2013). especially in the southern part of the country because it evidently had a more favourable climate, favourable soil, appreciable periods of rainfall year round and more of tropical rainforest that arguably favour the cultivation of most of the crops which are of high interest to the colonial masters and for the export trade. The International Institute for Tropical Agriculture (IITA), Forest Research Institute (FRIN) and many others were established in Ibadan and other parts of the region. These research institutes were also saddled with the responsibility of providing developmental training and extension services. The administrative style of the colonial government was superb as it was able to identify which part of Nigeria has comparative advantage over the other in terms of specific agricultural production and products. The preoccupation of the people of Northern Nigeria was nomadic rearing of a cattle and other livestock, Hence a veterinary department was established in the northern part in



1914 whose mission was anything and everything that has to do with Livestock production, and health. The major water body used for fishing and sea port was in Lagos (Onikan and Kuramo)- a south western city that later became the country's first capital. For this reason, a Fishery department was established in 1941 also in south western Nigeria saddled with the responsibility of enacting policies for the development of the fishery industry with the headquarters was sited in Lagos south western Nigeria. The Northern soil and climate was more favourable for cultivation of groundnut which was also one of the crops of high economic importance to the colonial masters in terms of export. Hence massive production of groundnut for export was to encouraged in 1949 by the establishment of the Niger Agricultural Project (Jeffrey, 2013).

Each of the geopolitical zones of the country was able to identify crops which it has a comparative advantage for its planting relative to other zones. Towns like Ile ife, Ondo, Akure, Ore, were notable for the production of Cocoa, Oilpalm, Cotton and are still relevant till today as remnants of these cultivation can still be found in the areas. Also, since the predominant occupation of the people of the south west Nigeria was farming although most at peasant level, it was not difficult for the colonial masters to convince them into farming on commercial scale (Williams, 1978).

### **2.2.2 Post Colonial Era**

Abiwon (2017) stated that the colonial blueprint was no more relevant after independence and therefore a change in policy was put in place but this resulted in very little developmental changes as it was built on the foundation laid by the colonial era. Post colonial era witnessed a change in orientation and objective to designing policies which can increase income generated by government from agricultural production (Ayoola, 2001). The policy dwell more on the massive production of tree crops which were later seen to have much economic values and hence were called cash crops as they were exported to generated huge revenue therein. Also attention shifted from production of foods crops in adequate quantity to cater for the teaming population of the Nigerian citizens This resulted in a gradual decline in the development of others sectors of the economy which were abandoned and left unattended to (Usoro, 1997) -the aftermath effect of which is still bedeviling this largest country in Africa till today. The the foundation laid by the colonial masters and the interests placed on cash crops for export and revenue continued after Nigeria got Independence in 1960. Successive government enjoyed the proceeds from this trade formation without paying attention to development and formulation of policies that can ensure food sufficiency and greatly revert whatever damage the British policies must have left behind

(Prabuddha and Suresh, 2010). Analyst have said that the independence was ill-timed because the mantle of leadership was taken over by mediocres who really don't understands the fundamentals of nation building and enduring policies. This was evident in the food scarcity which occurred shortly after independence between 1960 to 1970 and government were put on toes to urgently make decisive steps towards ensuring food abundance for the increasing population. Available records showed that 1962-1968 development plans were Nigeria's first national plan which was centred on not only increased agricultural production but massive food production achieved through the conventional best practices in the field of agricultural. (Jeffrey, 2013).

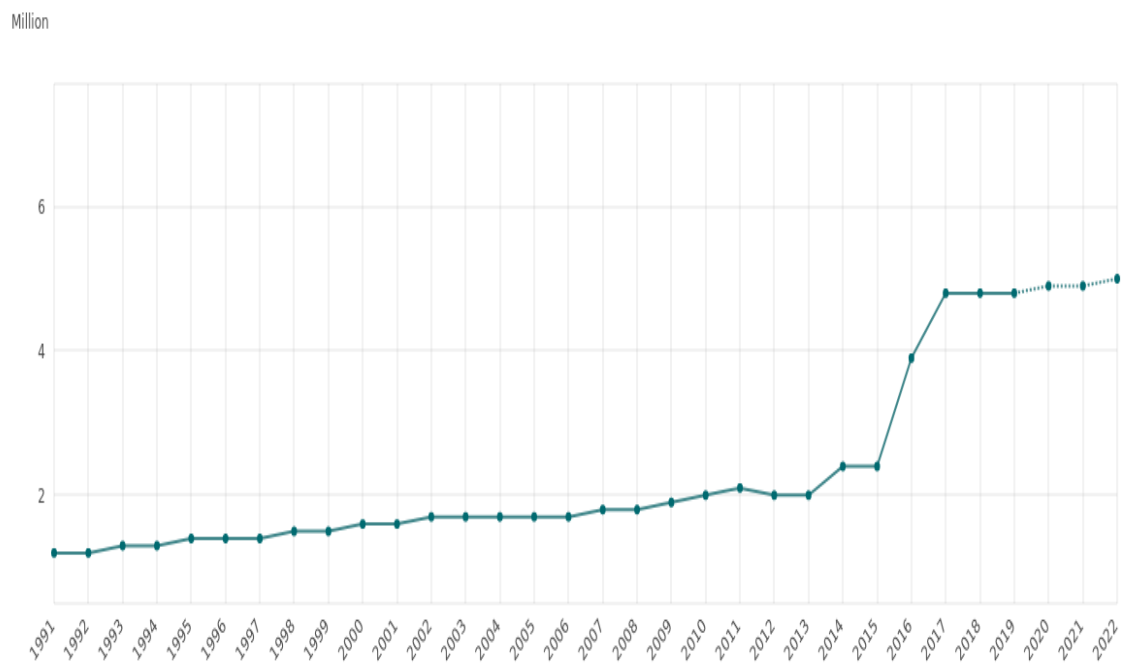
**Table 1:** Five year average sectoral contribution to GDP (%) (Source: Central Bank of Nigeria, 2003)

Year	Agriculture	Manufacturing	Oil	Services			Total (%)
				Private	Government	Total	
1981-85	37.2	9.2	14.9	27.2	11.5	38.7	100
1986-90	41.0	8.3	13.3	29.7	7.8	37.5	100
1991-95	38.3	7.5	13.3	31.3	9.6	40.9	100
1996-2000	40.0	6.3	11.9	32.0	9.8	41.8	100
2001-2005	42.4	8.1	13.5	24.1	11.9	36.0	100
2006-2011	41.7	6.2	18.2	29.6	4.3	33.9	100
Average	40.1	7.6	14.2	29.0	9.2	38.1	100

This effort was rather not enough to salvage the situation as things gradually got worse. According to FMA (1984) "By the end of 1970 to 1982, the problem became aggravated and agricultural growth stagnated at less than 1% with sharp decline in the production of export crops. The per capital calorific food supply declined from surpluses in the 1960s to a deficit of 38% in 1982 when Nigeria, a once producing country became a consuming country and turned a net importer of vegetable oil, meat, dairy products, fish and grains, notably rice wheat and maize with the food import bills rising astronomically". Rural-urban migration was at its peak as revenue accrued from rural areas where most of the farming activities took place was used to develop the urban areas at the expense and reckless abandon of the development of the rural areas. Standard of living greatly deteriorated and rural dwellers who were once engaged in farming abandoned the place and were forced to move to urban in search for better life. (FMA, 1984). This led to the formulation of many policies, establishment of institutions, institutes, and programmes in order to address the impending crisis of economic instability and food scarcity. These includes Farm Settlement Schemes, National Accelerated Food Production Programme

(NAFPP) of 1972 which was a pilot program focused on the massive production of the major staple food crops regularly consumed by the Nigerian people which includes maize, beans, rice, cassava, and many more, Operation Feed the Nation (1976); River Basin and Rural Development Authorities (1975) for the utilization of massive bodies to enhance socioeconomic stability through the generation of hydroelectric power and increased agricultural productivity all year round through irrigation facilities; Green Revolution Programme (1980) in which government provided inputs to farmers in order to increase production of crops, fisheries, and livestock products for both local consumption and export; The Nigerian Agricultural Land Development Authority (NALDA) for the efficient utilization of hinterlands farming activities are done; Operation Feed the Nation which tasked all citizens to engage in farming no matter how little and all lands must be cultivated while government provides incentives; The World Bank-funded Agricultural Development Projects (ADP) and many more. Several agricultural and research institutes were also established for food production, agricultural research and training.

These includes Agricultural Extension and Research Liaison Service (AERLS) at the Ahmadu Bello University, Zaria (1963), The International Institute of Tropical Agriculture (IITA) in 1967, International Livestock Centre for Africa (ILCA).



**Figure 1:** Unemployment rate in Nigeria. Source: International Labour Organization, 2019 (ilo.org/wesodata)

However, attention was diverted once again and the structural architecture of agricultural development put in place was weakened as a result of crude oil boom which occurred in the 70s and made the focal point of economic development diverted from agriculture to crude oil. The 60% contribution of agriculture to the GDP in the early 60s was weathered down to about 20% in the 70s as a result of this. Through agriculture, environmental benefits such as sustainable management and renewal of natural resources, preservation of biodiversity, land conservation as well as contribution to the development and viability of rural areas can be derived (Olajide, *et al.*, 2012).

## **2.3 Farm Settlement Policy in Nigeria**

### **2.3.1 The Moshav**

After Israel acquired independence in 1948 after the war, post war immigrant from all over the world started migrating back to Israel to settle down. These post war immigrants are of different tribes but are predominantly Jews (Okoro, 1984). The sudden increase in the population as a result of this immigration and a fallout from effect of independence war resulted in the problem of food shortage and unemployment in that area. Faced by this challenges, the Israeli government adopted a system that tend to solve the impending problem (Applebaum and Sofer, 2012). The *moshav* (plural:*moshavim*) is a farming system that seeks to engage these immigrants in joint farming activities in a specific area called a farm settlement which is mostly rural. It incorporates tenets of a cooperative society into farming and agricultural production (Schwartz, 1999)

As stated by Uchendu (1965) that “Planting is a collective activity in which division of labour by age and sex and skill is marked”. Members of the settlements and their households forms a kind of cooperative societies that collaborates together and engage in agricultural production of mostly food crops to cater for their needs and provides sufficient foods for all. Some other crops produced which are not meant for direct consumption are exported or serve as raw materials for the growing industries. Members of these settlements assist each other in farm activities and marketing while they jointly contribute their quota to the development and sustainability of the farm settlement. They jointly contribute from their proceeds to provide farm inputs that can further enhance their activities (Okoro, 1984). Government provided support by using autonomy

to acquire more lands to be used as settlements and also provides basic infrastructures like the irrigation facility and any other facility which can enhance welfare and development of the area (Isiani, 2020). Leadership of the *moshav* is chosen by members and a supervisor who supervises all the activities. The leadership also ensures judicious utilization of resources under certain rules and regulations jointly agreed upon by the members (Schwartz, 1999).

### 2.3.2 The Nigeria Farm settlement

Although reports have it that farm settlements have been in existence in Nigeria since the colonial era during the pre-independence periods, not so much has been documented about it until the period after independence. Settlements which were in form of plantation were established by the British colonial masters which purely concentrated on the massive cultivation of tree crops (Okoro, 1984). This plantation sites do not have any resemblance with the real farm settlement which was first pioneered in the western state in 1948 and was a model from the *moshav* in Israel. A major difference is that while the British plantation sites focused on cultivation of crops whose products are used as raw materials to serve the industries, the farm settlements is to concentrate on the production of staple food products which can be consumed by the populace with less affiliation to the colonial powers (Isiani, 2020).

**Table 2:** Food supply and demand in Nigeria (1996-2008) (million mt). Source: Ojekunle (2011).

Description	Year					
	2003	2004	2005	2006	2007	2008
Production	109.65	110.12	114.00	115.82	118.42	124.32
Food demand	113.33	115.48	119.12	116.21	118.61	124.47
Deficit/ surplus	(3.68)	(5.36)	(5.12)	(0.39)	(0.19)	(0.15)

The success recorded by the *moshav* system of farming in Israel attracted the interest of other countries in the world who were been faced by similar challenges of food scarcity and unemployment especially in Africa and Nigeria in particular (Hauptert, 1971). Embattled with the problem of population increase which concurrently led to food scarcity and unemployment in the western zone, the then regional government led by Chief Jeremiah Obafemi Awolowo initiated the farm settlement program in the south western region which consist today of six state of Ondo, Osun, Oyo, Ogun, Lagos, Kwara state (Nwabughioqu, 2017).

Recognizing agriculture as a tool for poverty alleviation and economic sustainability, the program entails establishment of farm institutes which was to train young school leavers in agricultural practices for two years and then engage them in farming using the knowledge acquired (Olatunbosun, 1971). Government acquired rural lands which were specially reserved for such purpose and are allocated to the participants. Objectives of the program includes massive food production, employment generation, rural integration and development. Houses and other facilities like schools, hospitals, machineries were provided on the farm settlement for the participants and their families while monthly stipends were been paid for the works done on the farm (Familugba, 2016).

The program was widely celebrated as it was able to engaged not only young school leavers but also unemployed graduates, increase massive production of food items sufficient for the huge population and generate income for the government (Iwuchukwu and Igbokwe, 2012). This played a vital role in economic sustainability of the region and country. By the early 60s, other regions of the country adopted the same program and replicated it in their zones (Isiani, 2020). However, the success recorded was short-lived as a result of several challenges which makes the program went into oblivion before its reintroduction since 1999. Some identified factors includes the Nigerian civil war, corruption, nepotism, government bureaucracy, political instability, administrative bottlenecks, primordial sentiments (Amalu, 1998; Obayelu *et al.*, 2020; Roider, 1968) and many other issues which will be discussed later.

### **2.3.3 Reintroduction**

Despite the numerous challenges that led to the neglect, collapse of the structures and framework of the farm settlement policy which was first introduced by the regional government of western region in Nigeria many years ago, the successes recorded can not be overestimated and successive democratic governments since 1999 have kept reintroducing the program. As population keeps increasing, and the related challenges of unemployment and food security keeps getting aggravated (Obayelu, and Obayelu, 2014; Roider, 1968) even worse than it was *ab-initio*. It is therefore rather imperative to adopt a working strategy which has been tested in the past and found to be highly effective, despite all odds. The pivotal role of farm settlements in combating the challenges has necessitated the resuscitation of some of the settlements especially across the *yoruba* speaking south western zone and the establishment of new ones with the view of utilizing the experience of the past and learning from past mistakes to ensure the success of the program (Adebulu, 2019)

### **3.0 METHODOLOGY**

This study adopts a case study approach with qualitative methods. This is justified by the fact that it tends to use past scenarios in farm settlement schemes in Nigeria's case which provides experience to explain the present and makes projection for the future as the case may be without any stereotype by linking and relating bits together to form a more virile opinion that can be seen as factual and real without figments of imagination which may not really hold in real sense. This is in tandem with Yin's (2004) case study definition as "an empirical inquiry that investigates a contemporary phenomenon (the "case") in depth and within its real-world context particularly when the boundaries between phenomenon and frameworks may not be clearly evident" Furthermore, the case study involves no complex experimentation and puts aside complex statistical analysis as obtainable in natural sciences.

#### **3.1 Case selection**

The selection of Nigeria for the purpose of this study is connected to the fact that it has, for years dominated as the largest producer of major agricultural crops in Africa and the world at large; and its role in agricultural production cannot be over emphasized among the committee of nations. According to the statistics from the United Nation Food and Agricultural Organization, Nigeria is the largest producer of cowpea, cassava, yam; and the second largest producer of sorghum and okro next to the United states of America and India respectively (FAOSTAT, 2019).

Also Nigeria prides as the most populous black nation with over 206million people, vast arable land, a climate that favours agricultural production all year-round and huge agrarian population which are mostly rural and predominantly engage in farming (Statista, 2021; United Nation population division, 2021). This is also a huge and readily available but untapped market for agribusiness. Hence it can be deduced that any critical policy change will have a multiply effect

on other countries across and outside the continent of Africa. The south west geopolitical zone (region) comprising of five states of Oyo, Ogun, Ondo, Osun, and Lagos state, is considered a rallying point because it was the first to adopt the farm settlement policy *ab-initio* and also the region where first and most of the Nigerian farm settlements are located.

### **3.2 Data Collection**

Data for this study is qualitative and collected from both primary and secondary data sources. The primary source is through semi structured interviews with open ended questions raised in order to address the objectives of the study and give an in-depth understanding of grey areas. This according to Yin (2003) gives a deeper and wider understanding of the subject matter from various individualistic perspective and instantaneous contemporary situations. The interview is designed to focus on two key sets of people who are directly and actively involved in the implementation of the farm settlement policy in Nigeria. The first category are farmers who are involved in the scheme; rural dwellers who permanently reside in the rural areas where the settlements are located and ; other citizens who are consumers and also at the receiving end.

The second category of interviewee are the government officials across the three tiers of government (local, state, and federal government) who are involved in agricultural policy formulation; extension agents and researchers who serve as supervisors on the settlements. Ten people each are interviewed across each aforementioned categories, state and farm settlements, to provide an adequate representative fraction that can be used to generalize opinions expressed. The interview is conducted remotely through telephone calls because of the current restrictions all over the world as a result of the COVID- 19 pandemic. This made the primary data collection a bit difficult especially in areas where the farmers had no access to telephone. Also some of the interviewee were unwilling because of fear of been victimized if government becomes aware of their submissions. Responses of respondents is used to corroborate, complement, validate or invalidate information available from secondary data sources. The secondary data source includes information from articles, journals and other online sources in Journals, books, and websites on the subject matter.



### **3.3 Data Analysis**

Inferences were drawn through content analysis of the secondary data collected from journals, books, and other online sources. According to Krippendorff (2004), this is “a technique for making replicable and valid inferences from text (or other meaningful matter) to the context of their use”. In doing this, using various different sources is important in order to widen the scope and depth of relevant information reliably gathered. Thematic analysis is used to analyse interview findings. This is important because it is usually not attached to any theoretical background and enables the researcher to gain adequate understanding of the narratives from respondent's personal experiences (past of immediate) which are been expressed in their views, context and personal opinions about the subject matter without losing focus on the research questions (Braun and Clarke, 2006). Interview feedback is been transcribed and grouped according to specific themes that were identified in the course of the interview.

## **4.0 RESULT**

### **4.1 ACHIEVEMENTS, PROBLEMS AND PROSPECTS OF FARM SETTLEMENT IN NIGERIA**

#### **4.1.1 The Gains So Far**

The advent of democratic governance in 1999 created a robust opportunity to seek diverse ways of tackling critical problems facing the country. This led to reintroduction of old policies which have been very effective and formulation of new ones. Reintroduction of the farm settlements policy has achieved lots of tremendous successes. There has been an increase in the number of people who has engaged in farming on farm settlements since 1999 (Obayelu *et al.*, 2020; Thirtle, *et al.*, 2003), therefore the scheme has provided skilled and unskilled employment opportunities to the massive population of unemployed people which has increased in previous years of neglect of the scheme as a result of increased population and economic instability (Muhammed, 2007). These people cuts across different age groups and are involved directly or indirectly in farming activities thereby providing a means of livelihood, reduce unemployment through agricultural production, and reduction in poverty level amongst citizenry (Abdulsalam, 2016; Adebulu, 2019). For example, the engineers in charge of machineries used, the accountants, marketers of products and sales of products; transporters who convey products from farm to markets; the inputs manufacturers and retailers, products retailers all have more jobs through the farm settlement scheme.

Engaging the idle hands of the huge population of youths has the tendency of reducing the occurrence of various types of criminal tendencies and social vices associated with unemployment which hampers maintenance of peace, law and order in the society (Shovan, 2004). Oguntunde *et al.*, (2018) noted that there was a decrease in crime rate in Nigeria between 1999 to 2013 and with a corresponding increasing number of people admitted into the scheme during the period, it can be deduced that the farm settlements helped in crime reduction and

maintenance of law and order. The period of reintroduction of the policy since 1999 witnessed an increase in food and agricultural production to cater for the rapidly increasing population which is faced with the problem of food scarcity (Martin, 2015; Egbewole, 2017).

Available data showed a relatively higher and consistent increase in the quantity yam, rice, cowpeas, cassava and okra produced during the period (FAOSTAT, 2019). For example, from 1994 to 1999, Okra production stagnated at six hundred thousand tons but increased to One million tons from 1999 to 2006. The massive food production has been enhanced by the favourable climate and availability of large expanse of uncultivated arable land suitable for agriculture (FMARD, 2017; National Bureau of Statistics, 2010). Also, the increase in food and agricultural production through the farming activities of the settlements provided more products for manufacturing industries who solely depend on farm products as raw materials thereby promoting industrialization and industrial development in a way (Isiani, 2020; Obayelu, *et al.*, 2020). The farm settlement scheme provided more agricultural products for sale locally and export hence an increased revenue for government and enhancement of economic growth. Furthermore, economic activities are been enhanced through import, export, buying, selling of products and inputs (Ogboru, 2002).

An increase in the number of projects and social amenities in rural areas will encourage its dwellers to stay instead of migrating to the urban areas in search of better life (Olayiwola and Adeleye, 2005; Shiru, 2008; Shafto, 2017; Temel and Maru, 2007; Pinstруп-Andersen and Shimokawa, 2006) and since establishment of the farm settlements in rural areas has facilitated provision of more social amenities and infrastructures like schools, hospitals, roads, housing estates and electricity to cater for the needs of farm settlers (Ogidefa, 2010; Oni and Olayemi, 1975), it therefore ensures an all round distribution of resources and development within the entire society without any preference whatsoever; promotes even population distribution; and reduce rural-urban migration drift by encouraging more people to live in rural areas thereby preventing unwarranted population pressure which can lead to growth of slums and ghettos in the urban areas (Iwuagwu, 2006).

For effective agricultural research, training and extension services, it is important to inculcate practical and real life situations which helps to gain proper understanding of the subject matter (Timmer, 2009). In line with this, the settlements serves as knowledge incubation centers and provides a good platform for researchers to link theories with practicals thereby promoting agricultural research and development (Rivera, 2003).

#### **4.1.2 Challenges of the farm settlement policy**

Quite unfortunately, the farm settlement program has been surrounded by many issues since its reintroduction between 1999 and present moment (Isiani, 2020). First, bad system of governance and government is a great challenge affecting the success of the policy. Successive government has shown lack of adequate will to identify and set out clear objectives to be achieved by the of the policy; and the mechanisms to be deployed in achieving such objectives without any politicking (Shafto , 2017). Most agricultural policies formulated by government usually fail as a result of poor coordination, lack of clear objective and lack of continuity- a major impediment to the sustainability of policies (Graham, *et al.*, 1987; Okpanachi, 2004; Grandval and Mathilde, 2011; Ikelegbe, 1996). It therefore means that government has an ultimate duty to not only formulate policies but also sustain the policy towards achievement of socioeconomic development and adequate welfare of its citizenry. Lack of this has been responsible for the continued failure of the farm settlement scheme in Nigeria (Iwuchukwu and Igbokwe, 2012).

Incumbent governments always maintain a political atmosphere which seek to discredit the programs of previous administration all in an attempt to outshine them especially if they are in the opposition (Ambali and Murana, 2017). Out of political witch hunting, the farm settlement policy has been abandon intermittently and new policies which are often weak are formulated in between. The inconsistency in policy formulation and implementation has weathered down the importance of the farm settlement policy (Obayelu, *et al.*, 2020). Furthermore, When the policy was reintroduced, there was no special departments saddled with the sole responsibility of effective implementation of the policy (Abdulsalam, 2016). This created a missing link between government officials and participants who are the active role players in the scheme. Economic policies and agricultural policies may really not be separable as both are interrelated since agriculture is an important aspect of the economy ( Iganiya, 2011). It is therefore expected that any economic policy will undoubtedly affects agriculture either on the long run or short run or both hence economic parameters must be considered in the design of the policy. Inflation rate, Budget, tax, credit facilities, rate of interest and other economic policies all affects the availability, affordability of agricultural inputs and the price of farm products (Yaqub, 2013). These has a direct influence on the farmers acceptability of the farm settlement policy as it affects the revenue accrued both by government and farmers. Of economic significance is the



**Figure 2:** A dilapidated house at the Sawonjo farm settlement. (Source: Adebulu, 2019)

cost of continued implementation of the policy which gradually becomes too expensive and unsustainable over time as a result of uncontrolled inflation rate and increase in the number of people who want to participate in the program and this usually result in the collapse of the policy (Idachaba, 2006). Unfortunately, all these are not usually considered during the formulation and implementation of the policy as there exist no long term projection which can accommodate unforeseen future circumstance (Olatunbosun, 1971).

Also funding has remained one of the critical aspect of farm settlement policy (Olawumi and Ayodele, 2009). Government can no longer provide everything needed in terms of inputs as it was when the policy was first adopted. Only land, little fund and minor inputs are been provided by government, therefore farmers have to purchase many other inputs needed. Financial policies structured towards agricultural development are in form of loans, credit facilities, subsidies (Oni, 2013). Loans were centred around government as banks and other financial institutions were not willing to make huge funds available for agricultural purposes on excuse that agriculture is a risk laden enterprise and the return on investment to payback the loan may not be guaranteed. Also, most farmers are not able to meet the stringent conditions required to access financial assistance from such financial houses. However, government bureaucracy was a major obstacle as the little support in terms of funds provided was either not readily available or is been diverted into private purses (Oyakhilomen and Zibah, 2014). Lack of proper monitoring of the utilization of such funds given out resulted in often times to wasteful spending for other reasons aside from the core of what is meant for. of the funding and financial assistance available were from the government.



**Figure 3:** Poor housing at Sawonjo farm settlement Nigeria. (Source : Adebulu, 2019)

Ademosun (1990) explained that one of the major problem of the farm settlement scheme and other agricultural policies in Nigeria is that key participants are often times excluded. This can be attributed to numerous reasons which includes politicking, corruption, and misplaced priority. Often times, skilled, qualified and competent brains are not involved in the design and implementation of policies (Amalu, 1998). Appointment were based on personal relationship and some sort of preferential treatments. According to Akinbamowo (2013) and Amalu (1998), poor production technology, poor storage, marketing, and lack of demand driven agricultural research are all impediments to agricultural development and perhaps the farm settlement scheme. Obviously, a meaningful agricultural production cannot be said to be commercial without the use of machineries and equipment (mechanized farming). Lack of these still amount to practicing agriculture at a very subsistence level which contradict the principle of the farm settlement scheme. Most activities are still been done with the use of small implements which discourages and slow down farming activities. Lack of advanced technology in farming adversely affects the farm settlement scheme (Akinbamowo, 2013). Nigeria been a poor country in terms of science and technological advancement has not done much in the area of agricultural research that is capable of breaking new grounds and inject new innovations (like hybrid seeds and digital farming) into agriculture.

The purpose of agricultural research is to inject new and efficient production methods into the field and expose practicing farmers to these agricultural innovations (Heisey, 2001). A set back in agricultural research and training is a challenge to the farm settlement scheme (Olatunbosun, 1971). Lack of good storage facilities tend to undermine the importance of the policy in

increasing food production as a large proportion of the perishable farm produce are wasted as a result of post harvest spoilage (Abdulsalam, 2016). Unpatriotism and lack of commitment by citizens to nation building is an impediment to policy implementation and national development (Mohammed, 2013). Individuals and members of the public who are involved in one way or the other also display an absolute sense of unpatriotism towards the policy. Government acquired lands meant for the settlement are been sold, inputs are diverted for personal use and funds meant for developmental projects are been embezzled.

Applebaum and Sofer (2014) noted that increasing level of literacy and vocational education coupled with the reduction in the proceeds from agricultural production discourages young graduates to take up farming as employment. Prospective young farmers who could have participated in farm settlements usually end up in some other vocational jobs perceived to be more lucrative than farming. Despite the land use act of 1978 which puts all lands in Nigeria under the ownership of government, Isiani (2020) stated that indigenous land owners in the rural areas still sees their lands as an historic heritage which must not be given away and feel reluctant to release their land for the purpose of farm settlement. When they are forced to do so, they demand for some sorts of special compensation in cash or preferential treatment of their wards in government appointments even when not qualified. This posed a great challenge to the farm settlement scheme.

According to Obayelu (2020) incessant civil unrest and insecurity destabilizes most farm settlements and impede realization of its core objectives. The Nigerian civil war that lasted for



**Figure 4:** An abandoned faulty tap at Sawonjo settlement. (Source: Adebulu, 2019)

more than two years and and other pockets of ethnic crisis like the Ife-Modakeke war, Fulani cattle herders crisis, Niger-Delta crisis, chases farm settlers out of the settlements and destabilize rural settlements and disrupts agricultural production (Isiani, 2020). No meaningful developmental activity can occur where there is lack of peace and tranquility. Furthermore, poor public enlightenment and lack of adequate dissemination of information about about the policy before its flag off has created some resistance. Some policies are perceived to have cultural and religious shades that counter its effective acceptability and implementation of such policies by the people. Policies which tend to alter or derail the cultural heritage of the people will never be acceptable by them and implementation of such policies is always almost impossible (Winters *et al.*, 2008).

## **4.2 Interview Findings**

From the response of all participant interviewed, achievement of the farm settlement policy can be summarized into three which are employment generation, increase food production, and rural development. All respondents arguably opined that despite numerous challenges affecting the farm settlement scheme over the years of practice and reintroduction, lot of achievements and advantages can still be attributed to the program and this has continually made successive governments to adopt the policy in order to achieve socioeconomic stability and welfare.

When asked about the reason for participating in the farm settlement scheme, two-third of the respondent stated their inability to get an employment opportunity and a means of livelihood in order to cater for themselves and their family members was what forced them to participate in the scheme as farmers. Unfortunately, half of the farm settlers interviewed were professionals who have graduated in various fields of study but could not get jobs after graduation. They explained that they won't have chosen the option of farming if there are other alternatives especially jobs in areas of their specialization. According to them, this is because farming is perceived as laborious, demeaning, and non-lucrative. It is also generally believed that only school dropouts and the less privileged who could not afford education at primary, secondary or tertiary level go into farming as a means of livelihood. Since they are educated, they believed they should work in offices of big companies and parastatal. Furthermore, they had the notion that farming is practiced in the remote areas where there is no social amenities like electricity. To



them, living in such an environment is seen as going through hard conditions and of course they are not willing to experience such hardship after acquiring tertiary education. It was also observed that one-third of the participants in the scheme are artisans and vocational self-employed individuals who had to quit their business and embrace farming as an option. Their reason for participating in the farm settlement scheme is that the harsh economic situation has resulted in poor sales and drastic reduction in patronage from customers. Therefore, they were compelled to shut down business and look for alternatives, one of which was to become 'emergency' farmers, and grudgingly take up farming as a means of livelihood. Only few of the participants were real practicing farmers who have been practicing farming as an occupation for so long.

Groups of farmer interviewed at the Odeda farm settlement located in Ogun state, south western Nigeria noted that the rate of unemployment keeps increasing in the country on daily basis and it is programs like the farm settlement scheme which can redress the ugly trend. They attributed the increase in unemployment rate to exponential population increase which has made available resources and jobs insufficient to cater for the people. Furthermore, they stated that the deficit in social amenities required for entrepreneurial development has compelled many industrial enterprises to shut down business, hence rendering numerous people jobless. Only three of the participant said they enrolled in the scheme just because of their passion for farming and has other job(s) which they do in order to get a means of livelihood. To them, their remuneration from their jobs is enough to cater for their needs but derive pleasure in farming because they were brought up by parents who were farmers and since they participated in farming from childhood, it was difficult for them to quit the activity even as they are old and have some other good source of income. Two of the respondent participate in the scheme because their main jobs was not enough to cater for them and need additional stream of income to augment. An interviewee at the Awe farm settlement in Oyo state, south western Nigeria stated that he sees farming as a means of exercising his body and been close to nature as a way of cooling off after the day's job.

Two-third of respondent stated that a major advantage of the farm settlement which has made successive governments stick to the policy is the ability to provide employment opportunities directly or indirectly while the remaining one-third stated increased food production as the major advantage. Furthermore, they explained that the farm settlements was able to engage numerous jobless youths in farming and provided means of livelihood for people in other related sectors.

Describing the attitude and general disposition of the major stakeholders in the scheme (which includes farmers, and government officials), all respondent stated and agreed that most Nigeria citizens lack a good spirit of patriotism and are not committed to act of nation building. This affects their efficiency in discharging their public duties when holding public office positions and the way individuals handles 'government properties'. All the respondent who were supervisors and government officials in the farm settlements pointed out that only few of the farm settlers are really committed and serious about the activities in the farm settlement. They complained bitterly that most of the farm settlers see participating in the scheme as a way of cutting their share of the national cake and this has really affected the realization of the major objectives of the scheme.

Furthermore, they stated that most of the people (especially youths) want quick money in a more convenient way that is fast and less laborious; seeing agriculture as time wasting and prefer to work in big offices rather than engage in farming inside the bush where there is no electricity, pipe borne water and internet. One of the supervisors lamented that participant sell off inputs provided by government to be used by farmers in the settlements. These includes seeds, implements, fertilizers which are supplied by government in order to support the farming activities. According to him, loans provided for farmers to acquire some other inputs are been diverted for some other purposes like building of houses, buying of exotic cars, marrying more wives and so on. He further stated that half of those who secure such loans from government usually don't pay back but abscond. This discourages the government from providing such opportunity to other participants in future even when they seem committed, serious and with good intentions. Most of the farmers and supervisors at the Odeda farm settlement in Ogun state explained that some of the government acquired land meant for the settlement are been sold out by participants in the scheme to private individuals who uses it for personal reasons. An appreciable quantity of product is lost to theft by both individuals and participants. For example, the fish farm supervisor at the Sawonjo farm settlement stated that the pond is already empty as a result of continuous theft by unknown individuals who steal the fishes.

On the other hand, all participants interviewed accused government officials and supervisors in the settlements of corruption, nepotism, and unwarranted bureaucracy which hinders accessibility of government support impossible thereby slowing down operations. They pointed out that funds meant for the scheme and its participants are been embezzled by the officials; appointments were not made based on competency and qualification. They further explained that

supervisors don't usually visit the farm often as required to give expertise advice but only come once in a month. This according to respondent is because most of the supervisors have private businesses where they prefer to spend more time and commitment than the jobs which they are paid for. All respondent interviewed (both government officials and farmers) complained about the political culture and attitude of politicians towards the policy as not been a good one. The issue raised was that Nigerian political class usually play dirty politics with almost every issue and policy without minding national interest. They alleged that appointment of supervisors were made to compensate for political allegiance instead of merit and level of competency. All the interviewee stated that politicians hijack due process and only tend to support policies that favours them and their supporters only no matter how good or how promising it may be. It was further explained that the farm settlement policy has been repeatedly abandoned out of politicking and not actually that the policy is bad. They all admitted that every government that come into power usually look for a way to rubbish all the programs previous administrations and, in the process, specific policies which has been well celebrated by people are been targeted. Some of the respondent declared that establishment of the farm settlement in some locations was not in accordance with the core objectives and purpose of the policy as some politicians facilitates the siting of some farm settlements in their town only to display total allegiance to their tribe and kinsmen even when those locations are not suitable for such projects.

When asked about the output and production capacity of the farm settlements, all respondents agreed that the farm settlement through its activities has been able to increase the production of food for the entire country. Most of the farmers interviewed said since they have more than enough farm products, they rarely buy foods in the market but only pick from their harvest to feed their immediate family, extended families and friends. It was further stated that most of the farmers concentrate on the production of staple foods like rice, yam, beans, and cassava which are been consumed often by the general populace and hence the issue of food scarcity is been addressed. Each of the farmers interviewed at Apoje farm settlement farm settlement has a minimum of 30 hectares of grains farm like rice and millet; 20 hectares of banana plantation; 50 hectares of oilpalm plantation; and 10 hectares of vegetable farms. This is almost the same across all the settlements and products from these farms are been sold out everyday for household consumption. One of the farmer boasted of producing more than 100 trailers of maize every planting season and more than 200 baskets of tomatoes and pepper every day. All the farmers affirm that food production has greatly increased relative to what was obtainable before.

Half of the of the farmers however, declared that since they have more products in tons, they sell to manufacturing industries who depend on farm products as raw materials. Furthermore, those who has the capacity to cultivate on a relatively larger scale than others revealed that more manufacturing industries have approached them for partnership and are willing to support them financially towards the production of specific farm products which are been used as raw materials in their companies. All the farm supervisors interviewed claimed that there has been an increase in government internally generated revenue from agriculture and this according to them is associated to the increase in the quantity of farm products available through the farm settlement policy. They also claimed that record of production showed a spontaneous increase in the quantity of tons of farm products; local consumption demand is been met and there has been an increase in quantity of farm products exported relative to what was obtainable in the past. Despite all these, about one-third of the respondent still believed that the settlements and farmers in the scheme are been under-utilized as they are not producing at optimum capacity and can still do better if conditions get better and are able to receive support from both government and private individuals.

All respondent complained bitterly about the facilities in the settlements. The said not much can be achieved in terms of effectiveness and efficiency without the use of improved and technology methods which is practically unavailable in all the settlements. Most of the farmers revealed that they do all the activities themselves using small farm implements like cutlasses and hoes regardless of the area of land. This to them makes their operations more cumbersome and time wasting. A few others who do not have the physical strength however employ the services of manual labourer who assist in major operations like bush clearing, weeding, fertilizer application, planting and harvesting. All the farmers lamented that there are no machineries to be used in mechanized farming and only those who have the financial capacity to rent machineries do so to ease their operations. The farmers stated that machineries provided by government are not always adequate to cater for all the participating farmers and in most occasions those farm machineries break down after been overused without replacement or servicing. This, according to them slow down major operations and discourages farming on a large scale. Furthermore, farmers lamented that as against what is obtainable in developed countries, they do not have access to improved seed varieties and hybrid of animals which are capable of producing high yield within shortest possible time. All the supervisors interviewed agreed that government was not doing enough in terms of provision of machineries, and this was due to the cost implication of the machineries; and low level of science and technological development in the country which

makes cheap locally made machineries unavailable. They however decried the way few machineries provided are being handled by farmers in the scheme and accused them of sabotaging government effort. All interviewee noted that agriculture is no more been practiced like it was before and that the era of simple farm implement is absolutely archaic. They all emphasized the importance of technology in farming as the new trend which makes farming operation easier, faster, and in line with conventional best practices. Another major issue identified by the farmers which militate against agricultural productivity at farm settlements is lack of storage facilities which almost always result in damage and wastage of the farm products even before it gets to the consumer and during surplus periods. This has resulted in high loss and reduction in revenue from the settlements.

On farmer's welfare and infrastructures, all farm settlers interviewed lamented that not much has been done about the welfare of participants in the scheme. One-third of the farmers only manage to live on the farm even with its deplorable state while majority of them said they cannot cope to live in such a bad condition where they cannot get a conducive house with potable water supply and electricity. A general complain across all the farm settlement was that most of the participants in the scheme are no more willing to live in the settlements as it was designed to be and prefer to come from a far distance to the farm which is against the principle of farm settlement policy. According to them, what is supposed to be a settlement has been reduced to a mere farm because adequate housing facility was not provided. The few houses available on the farm settlement are in dilapidated state and not well equipped with social amenities which can make life comfortable for the farmers and make them willing to relocate from urban areas.

Other issues raised by the farmers includes the bad state of the roads leading to the farm settlements which makes it so difficult for them to convey farm inputs to the farm and farm products out of the farm; lack of schools for their children; and lack of good health facility. They all complained that government was not doing enough in terms of provision of basic social amenities which can encourage them to live in such a remote area and put in their best. Worst still, was failure of government to pay the monthly stipends initially promised as part of the tenets of the policy. All government officials and supervisors in the settlements agreed that not much has been done on the welfare of the farmers and deplorable state of facilities. This was however attributed to an increase in the number of participants in the scheme which has resulted in the increase in government spending in the implementation and smooth running of the policy. According to them, a huge amount of fund will be required to put everything in good shape and

government is committed to doing so. However, it was stated that participant in the scheme may need to be patient as the development in the settlement was designed to be in phases and government needed time to carry out its obligations as stated by the policy. The implication of the scheme on other related sector as been described by the participants has been so enormous. All participant in all the farm settlement pointed out that there has been a ripple effect on other sectors of the economy stating that farm products from farm settlements serve as raw materials for manufacturing industries; produce buyers have more quantity and quality products to buy and sell; the commercial drivers who convey produce from farm to various destinations are consistently engaged; farm inputs enterprise thrive more in business- all these as a result of farm settlement. Furthermore, 95% of respondent across all the farm settlement argued that since unemployment creates increase in crime rate, engaging able hands in farming activities reduces the occurrence of numerous social vices which could have been perpetrated by jobless individuals and thus assisting in the maintenance of peace, law and order in the society. To all the farmers interviewed, their presence at host communities where settlements are established enhances the economic growth, rural development, and boost commercial activities as such areas usually attract the attention of investors, artisans, and business entrepreneurs who target the population in the settlements to market their products. They further explained that bringing a large number of the people from all various places to resettle in the rural areas increase the population in such areas and lowers the pressure on urban centers. Though, the participants stated that infrastructure are not enough, the little been provided would not have been available if not for the establishment of settlements in those areas. According to them, areas which could not have experienced any infrastructural development are being opened up as a result the farm settlement policy. The participants also pointed out that the farm settlement has been able to support the education sector by providing a platform for scholars to embark on research and training activities. They said students come for industrial training in order to gain practical experience of all they have learnt in class and their lecturers too usually collaborates with the settlement for their research especially in the area of data collection.

## 5.0 DISCUSSION

This section tries to create a link between and relate theoretical framework with interview findings bearing the research questions in mind (Yancy, 2013). This is done by identifying critical and germane issue raised in literature review about the farm settlement policy in Nigeria *viz-a-viz* research findings. This helps the author to give recommendations and clearly points out possibilities going forward, based on the research findings.

For any meaningful development to occur in any given sector of the economy, it is important to design, implement and sustain policies aimed at achieving set goals and objectives. In doing so, skilled professionals who really understands both the principle and the structures of the sectors must be involved. This according to World Bank (1994), will ensure effective analysis of the problems and proffer workable solutions through policy design and implementation. However, a major challenge is how to find the best researchers and professionals for the job. This according to most of the respondent has been responsible for poorly designed policies which could not stand the test of time. The findings also realized that most of those who were involved in the coordination of the scheme do not really know much about agricultural production per-say but are just selected by flawed political appointments. From this background, for any meaningful agricultural development, mainly technocrats who are highly informed and skillful professionals in the field must be involved in policy design and implementation.

Partnering with research institutes and academic community can assist in the scouting for best brains for the job. As described by Meir (1991), political instability and lack of continuity in government has resulted in failure of many policies. In addition to this, the respondents lamented that past agricultural policies were designed without involving critical stakeholders especially the farmers who can give firsthand information as to yearnings, aspirations, and problems been faced by the sector. Therefore, there is lack of adequate information when designing policies which has resulted in collapse of the polity. To this end, an all-encompassing process that accommodates

the systematic inputs of everybody involved will promote huge success. From the study, respondents stated that a relatively larger quantity of foods are produced from the scheme. This corroborates the findings of Jaegar (1981) which opined that the farm settlement scheme if properly harnessed can provide employment opportunity for a large number of jobless people in agriculture and other related fields; and increase food production for both local consumption and export. This will boost the socioeconomic well-being of the people and the country at large (Nwabughogu, 2017; Chemonics International, 2003). All respondent interviewed attested to this and agreed that large number of unemployed citizens are being absorbed into the scheme as participants and are being given hope of means of livelihood. According to literature, Provision of employment will reduce the crime rate as more able hands who are prone to heinous crimes are being engaged thereby ensuring peace in the society (Rodrik, 2003).

However, the study showed that it may be very essential to re-examine evolving situations and emerging trends in agricultural production in order to achieve optimum result. A lot of things have changed from what it used to be especially climate change, land utilization, rural development, agricultural technology innovations, hence it is important to look at new possibilities apart from the old way of doing things. Paradigm shift in technology innovation has provided more viable alternatives to combating the problems of food shortage. This includes smart farming and digital agriculture. Although, the use of technology may reduce the number of hands engaged in agricultural productivity jobs, the long run effect will still end up creating more opportunities to explore. Despite the increasing population, Nigeria still has a very huge land mass mostly in the rural areas, which is suitable for agricultural purpose but still left unused. Utilizing this vast arable land for agricultural purpose through the establishment of farm settlement is a viable strategy to enhance all round development (Timmer, 2009; Dercon, and Gollin, 2014).

The presence of government activities in the rural areas will encourage immigration and population redistribution thus reducing the pressure on the urban centre and avoid possible growth of slums and ghettos in the urban areas. This study showed that people are willing to migrate and live in the rural areas if government can focus more attention to the consistence provision basic social amenities that can make life comfortable for residents as it is obtainable in the urban areas. This is evident in the fact that most respondent migrated initially but had to return back to their respective residence in the urban centre when their living conditions



deteriorated. Therefore, it was deduced from the findings that government at all levels have a critical role to play in agricultural development and without which no meaningful development can occur. This according to Chhibber (1988) may include provision of farm input, credit facilities, subsidy, farm machinery technical assistance, infrastructural development and many more. However, government cannot do it all alone. Throughout the study, it was found that there exist a missing link between and within major stakeholders and government. According to Amalu (1998), a good collaborative approach between government and all other stakeholders is needed if any meaningful success will be recorded in policy implementation and agricultural development.

The study revealed that the little available inputs and incentives provided by the government have been destroyed or misused by the participants in the scheme; funds disappear into private purses; inputs provided were sold off; government lands were sold by individuals; farmhouses were been destroyed; tractors were not properly maintained and so on. An ideological and attitudinal change on the part of the citizenry towards government policies and properties must therefore be imbibed.

## CONCLUSION

Despite various challenges, the farm settlement policy has remained an important tool for agricultural development in Nigeria. It provides employment opportunities and means of livelihood to the Nigerian people; and increases food production for local consumption and export. The policy provides adequate raw materials for manufacturing industries and promotes rural development through even distribution of resources. Activities of the farm settlements increases government revenue and farmer's income thereby promoting socioeconomic well-being of the country.

This study showed that the challenges militating against the success of the policy includes bad politicking and poor political structure, instability in government, lack of policy consistency, bureaucracy, poor funding, massive corruption, and lack of commitment by both government and participants in the scheme. In order to strengthen the policy towards achieving desired objectives, it is important to establish special departments whose sole responsibility is the continued implementation of the policy regardless of political affiliation or government in power. In addition to this, adequate funding must be provided for the effective implementation of the policy especially in the provision of facilities and farm inputs; and judicious utilization of such funds must be ensured. The study revealed that rural development is very important in implementation of the farm settlement policy. Therefore effort must be geared towards the provision of adequate social amenities in rural areas. It is necessary that a good culture of hardwork, dedication, and total allegiance to government rules and regulations be imbibed by all citizens.

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## **APPENDICES**

### **Appendix 1-Interview questions**

#### **category A ( farmers, participant)**

How long have you been in this settlement?

What is this program about?

What are the achievements you have recorded?

What are the objectives of the farm settlement scheme?

Will you say the program has been able to fulfil its objectives?

What are your challenges?

Are you willing to continue in the program?

How much do you make yearly and during every planting season?

Do you think government is sincere?

Do u think there is any future prospects or it is better to be cancelled ?

What types of agriculture enterprise do you engage in?

Are you happy by the way government runs the program?

What necessary amendment or modification should be made to better the policy?

What other alternative can you suggest?

#### **Category B (government officials and supervisors)**

What are the set goals and objectives of the program?

Why was the program reintroduced despite failure *ab initio*?

What are the achievements recorded?

What are the challenges?

What do you think the solutions are?

What alternative do you think can solve the problem of food security in Nigeria?

Has the government effort been sincere?

Can you propose that the program be abolished considering the status quo, status quo ante, and emerging trends in agricultural production all over the world.?

## **Appendix 2: List of interviewees**

All interviewees pleaded anonymity because of fear of been victimized by government officials or anyone in position of authority.

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