AN ASSESSMENT OF THE PERFORMANCE OF DFRRI IN SOBA LOCAL GOVERNMENT AREA OF KADUNA STATE 1986 - 1990

BY

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A thesis submitted to the Post-Graduate School, Ahmadu Eeilo University, Zaria in partial fulfilment of the requirement for the award of Masters in Public Administration (MPA) .

MARCH,1994

ABSTRACT

This thesis aims to assess the general performance of the Directorate of Food Roads and Rural Infrastructure (DFRRI) in Soba Local Government. Area of Kaduna State from 1986 - 1990. Primary data were obtained using designed questionnaires, while secondary data were obtained from Government publications, relevant text books and research works, Journals and News-Papers. Results obtained were worked out in percentages from which discription and inferences were made. A sample population of 300 comprising 150 farmers, 100 Project staff and 50 petty traders and artisans was used for the purpose of obtaining the primary information. Results obtained show that Agricultural inputs and tools (chemicals pesticides, improved crop varieties, tractors, irrigation pumps) as well as extension services, were obtained from sources other than the Directorate. Social infrastructure including, potable drinking water and access roads were also not provided by the Directorate. The foregoing has led us to conclude that DFRRI has not succeeded in its rural transformation mission. Therefore the first working hypothesis that; Non commitment to obligations by policy makers and implementors on rural development creates inefficient and ineffective execution of such programmes, is accepted. The result also accepted the second working hypothesis because there was no evidence of mobilization of the rural dwellers for developmental purposes by the Directorate. Recommendations were proposed for efficient and effective performance in future.

ACKNOWLEDGEMENT

I wish to first and foremost express my profound gratitude to Mr. Y. Sankey of the Department of Public Administration, Ahmadu Bello University, Zaria, who provided supervision, counselling and guidance during this research work. He kindly and patiently went through the draft of this work and suggested all necessary corrections. To him I feel indebted.

My thanks also go to Alhaji Suleiman Yusuf, the Kaduna State Director of DFRRI and all his staff members who in one way or the other assisted me with most of the materials I needed from the state Directorate.

My appreciation also goes to my family - my wife Hajiya Basira and my daughter Maryam, who went through the painful trauma of missing my adequate attention and general assistance they always required, during the course of most especially my course-work.

The inspiration, courage and general assistance given to me by my able friend Mr.A.B. Ahmed of the Entomology and Parasitology Department of the Nigerian Institute for Trypanosomiasis Research (N.I.T.R.) Kaduna cannot be over-emphasized. He at one time constantly inspired me to sit up and face the challenge of making all my corrections and in good time too, after I had collected back the corrected draft of this thesis from my supervisor. Without his assistance, definitely,

this work would not have seen the light of day at the most appropriate time. I therefore through this medium express my thanks.

I similarly acknowledge and express my appreciation and thanks to Mal. Kabir Yahaya and Philemon Daniel of the Computer Unit of the Kaduna State Agricultural Development Project; who produced the draft of this work and their Head of Unit Mal. Sani Garba who took the pains personally to see to the production of the final work.

My gratitude to all I am indebted will not be complete without my extending same to Mallam Aminu Gide, then of the United Bank for Africa, Sabon Gari Zaria branch. It was he who shouldered the trouble and pains of accommodating me in his house for my course work period. This came about as a result of my reporting late for the course work and as such my inability to get accommodation on campus. He as well academically assisted in putting me through certain things. I thank him immensely.

Finally, I wish to thank the Management of the Kaduna State Agricultural Development Project for accepting to sponsor me to persue the MPA programme. The speedy way and manner with which my application for sponsorship and release to attend the programme as exhibited by my former Director in the personnel Department, the late Alhaji Suleiman Salihu and my former Programme Manager Alhaji Aliyu Alhaji is appreciated.

CERTIFICATION

This thesis has been read and approved as meeting the requirement for the award of Masters Degree in Public Administration, Ahmadu Bello University Zaria.

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DECLARATION

The author hereby declares that the whole of the work now submitted for the Masters in Public Administration (MPA) of Ahmadu Bello University is the result of his research, except where reference is made to published literature and duly acknowledged. It has not been presented before in any previous application for a higher Degree.

M K Ahmed

MOHAMMED KAMAL AHMED.

7/7/94

DATE.

This work is dedicated to my daughter, Maryam.

TABLE OF CONTENTS

PAGE

Abstract.....I

Acknowledgement.....II

Certification.....IV

Declaration.....V

Dedication.....VI

CHAPTER ONE

INTRODUCTION.....1

1.1 Background to the study 1

1.2 Statement of the problem.....4

1.3 Aims of the study.....5

1.4 Justification of the study.....6

1.5 Definition of terms 6

1.6 The scope and limitations of the study.....10

1.7 The Hypotheses.....11

1.8 Research methods and data collection techniques....11

Footnotes.....14

CHAPTER TWO

LITERATURE REVIEW.....16

2.1 Introduction.....16

2.2 Theoretical frame work.....16

2.3 Recent rural transformation in Nigeria.....22

2.4 Review of literature.....23

Footnotes.....30

4.11 Income of the farmers.....57

4.12 General performance of DFRRI.....59

4.13 The modernisation theory and DFRRI's programmes.....61

Footnotes.....63

CHAPTER FIVE

CONCLUSION AND RECOMMENDATION.

5.1 CONCLUSION.....64

5.2 RECOMMENDATION.....66

APPENDIX A.....69

APPENDIX B.....70

SELECTED BIBLIOGRAPHY.....75

LIST OF TABLES

NO	CONTENTS	PAGE
1.	Organisational structure of the Directorate of Food, Roads and Rural Infrastrutre, Kaduna State.	44
2.	Respondents who are aware of the existence of the Directorate or not.	50
3.	Respondents showing their source of water supply	52
4.	Respondents showing the of toilet system they used.	52
5.	Respondents showing their sources of fertilizer supply.	54
6.	Respondents showing their sources of seed supply	55
7.	Respondents showing their sources of chemicals supply.	55
8.	Respondents showing the type of farming implements they use.	56
9.	Respondents showing the type of farming system they adopt.	57
10.	Respondents showing mobilisation efforts of the Directorate.	58
11.	Respondents showing increase in income or otherwise	59
12.	Individual response on how well the Directorate has performed.	60

LIST OF FIGURES

No	Title	Page
1.	Map of Kaduna State.	13

CHAPTER ONE

INTRODUCTION

1.1 Background to the study:

Before the emergence of oil as the mainstay of the economy and major source of foreign exchange in the country, the rural sector of the economy occupied this strategic position by providing the bulk of the country's foreign exchange earnings. This was done through the sale of agricultural products from that sector. Despite the economic potentials of the rural sector to the nation however, the sector has for many years suffered neglect in terms of the provision of necessary social amenities and infrastructural facilities by respective governments. This trend could be traced back to the colonial years.

The motive of the colonial powers was essentially to derive raw materials for the development of the industries of their countries, as well as provide ready markets for their manufactured products. The colonial policy was therefore not meant to invest in such a manner as to promote the development of their colonies.

In addition the various systems of government set up by the colonialists were devoid of any developmental policies. Objective principles of colonial systems of government and administration was limited to the area of maintaining law and order to enhance peace and stability - a good atmosphere for maximum exploitation of resources from the colonies. Where little developmental efforts were witnessed during the colonial period, they were centred around the urban areas where the colonialists

resided. Citing the conditions of our rural areas by independence in 1960, Olatunbosun had this to say:

> "The rural areas were particularly denied social services that were essential for rural development. Modern sanitation, electricity, pipe-borne water supply, good roads and medical services were as foreign at the end of colonial rule as they were at the begining... as far as rural areas in Nigeria were concerned".[1]

The policies pursued by governments who succeeded the colonialists were actually not different from those of the colonialists. The rural sector during this period was as well neglected.

The neglect of the rural sector apart from widening the gap between the rural and urban incomes, has increased urban unemployment and reduced rural productivity because of the massive movement of the rural youth into the cities in search of better living. The consequence of such movement is that the able bodied men deserted the rural areas for the cities, thereby reducing the capability of those left behind to produce food beyond self subsistence level. When we consider the estimated growth of food production in Nigeria at 2% per annum in relation to population growth rate of between 2.5 - 3 % per annum, we could imagine the danger posed by the trend. Yet, the foreign exchange earnings derived from the rural sector greatly dwindled. The urban centres on the other hand, which witnessed the influx of people from the rural areas, experienced a lot of social problems without corresponding increase in productivity.

It is in the light of such developments and problems that rural development of recent has begun to receive attention by governments in the country. Precisely speaking, it was in the Third National Development Plan, 1975-1980 that the Federal Government started emphasising and setting up of programmes that would benefit the rural dwellers.

The Federal Government in 1975 for instance, with the assistance of the World Bank commissioned three pilot Agricultural Development Projects (ADPs) at Funtua, Gombe and Gusau, with the primary objective of increasing agricultural productivity and the general improvement of the living standard of the rural people. Presently the Agricultural Development Projects (ADPs) are spread all over the nation, with one in each state. Of recent ie, in 1986 the establishment of the Directorate for Food, Roads and Rural Infrastructure (DFRRI) has complimented the ADPs.

This research intends to assess the performance of DFRRI in the area of rural development since its inception to 1990. Nevertheless the area of study is restricted to Soba Local Government area of Kaduna State.

The apparent concern for rural development in recent years is what prompted the interest of the researcher in this topic. As a student of Development Administration and Policy Analysis, the researcher feels obliged to undertake this study to play a part in drawing workable rural trasformation strategies that could contribute to both knowledge, as well serve as guideline to policy makers and implementors.

1:2 Statement of the problem:

As has been pointed out the rural sector in Nigeria has over the years been neglected by respective governments in terms of the provision of social amenities, infrastructural facilities and economic opportunities. This neglect has been traced to the policies adopted by those at the topmost echelon of affairs of the nation both during and after colonial rule. The inherent bias in developing the urban areas against the rural areas has made the conditions of the rural areas to further deteriorate with the consequences of prompting the rural youth to migrate to the urban areas in search of better living.

By implication the neglect of the rural areas even after the colonial period continued. This was observed by Olatunbosun:

> "It was basically an export oriented policy. Agricultural exports remained the main source of growth. The only difference was that the resources from the rural sector were being used to develop the urban sector instead of the metropolis, but rural sector still remained neglected".[2]

One of the most recent developments in the bid to trasform the rural areas is the establishment of DFRRI, involved in the construction of feeder roads, drilling of boreholes as well as the establishment of cottage industries.

Having enumerated some of the problems facing this nation, the Directorate is then charged with the responsibility of improving rural development and was given the conceptual frame-work to work with. The framework includes; a moral, social, cultural, economic, security and social mobilization logic. Arising from

that framework, the more specific contents of any integrated rural development programme should include: Food and agriculture; handicrafts, cottage, and small-scale industries. Rural education and manpower development, rural housing, rural health, rural infrastructural development; rural socio-cultural development; grassroots sports development; and political development and social mobilization.[3]

This study aims at using a sample of a local government of a state to assess DFRRI's performance in rural transformation efforts. The basic problem that forms the basis of this study can be postulated thus:

Has DFFRI succeeded in its rural transformation mission in Soba Local Government area of Kaduna State? In a nutshell this is to say, has DFRRI at long last found the best alternative approach to rural development? If not, what are the hitches facing this scheme of rural development? Finally what suggestions could be put forth for better performance?

It is answers to above questions this study is out to offer.

1:3 Aims of the study:

The aim of this study generally is to undertake an assessment of the performance of DFRRI in Soba Local Government area of Kaduna State, particularly the extent to which the scheme has succeeded in improving the general living standard of that rural populace. Specifically the aims of the study are; To assess the performance of DFRRI in the:

i. Provision of rural infrustructure such as boreholes, rural roads, improved agricultural seeds and production

techniques, Cottage industries and handicrafts, animals etc.

ii. Mobilization of the rural dwellers for development purposes.

1:4 Justification for the study:

As has been mentioned earlier the development of the rural sector of the economy has been a major focus of recent regimes. Rural development is progressively seen as a realistic approach to the development of the nation at large. This is in line with the fact that the majority of the population reside in the rural areas. For instance it has been estimated that about 80% of the Nigerian population live in the rural areas. Thus, the simple fact that the majority of our population live in the rural areas and the fact that this study has bearing on the rural people is good justification for this study.

In the same vein justification for this study is because DFRRI is still a relatively infant organization, and as such laudable suggestions could be postulated as to how best to implement its programmes. Yet, no studies on DFRRI at this material time can be said to be exhaustive. In relation to this also is the fact that since government is now intent on focussing its developmental efforts on the rural areas, it is only timely to suggest the best ways and means of doing so.

Therefore, the research in this area will bring to light issues that might be of interest to administrators of the scheme and of similar agencies nationwide.

1:5 Definition of terms:

As the study centres on the issue of development, the meaning of the concept should be delved inbto. The meaning of the concept of development is ambiguous. Real agreement does not

exist as to the meaning of the term. Kempe Ronald Hope in the Dynamics of Development and Development Administration identified the economic dimension in which case development is seen in terms of economic goals like increase in GNP,(Gross National Product), rise in investment and consumption and a rising standard of living, the wholistic view, which is a total and all emcompassing process involving economic, social, political and cultural elements. In this case development is seen as development of every man, woman and not just growth of things which are means; and the basic needs approach which emphasises the provision of opportunities for the physical, mental and social development of individuals.[4] To Rodney, "Development in human society is a many sided process". At individual level it implies greater skill, creativity, freedom and material well being among others. At societal level it is indexed to economy whereby society develops as its members increase their understanding of science and putting it into practice through technology to harness their resources for greater achievements.[5]

To these authors things that constitute development are inexhaustible. However, man is the centre of development in which case the ultimate goal is his well being, his happiness and his confort.[6]

However the concept that needs elaboration in this study is rural development. It is thus pertinent at this juncture to examine some of the definitions of the concept as advanced by some scholars. The World Bank (1975) postulated that:

> "Rural development is concerned with the improvement of the living

> standards of the low income population living in rural areas on a self-sustaining basis through the socio-spatial structures of their productive activities. It would be distinguished from agricultural development, which it entails and transcends. In essence rural development implies a broad based reorganisation and mobilization of the rural masses so as to enhance their capacity to cope effectively with the daily tasks of their lives and with changes consequent upon this".[7]

Sen supports the view of Gurudev Rabindranath Tagore, that rural development involves:

> .....the setting up of panchayats for villages or groups of hamlets for settlement of local disputes, development of agriculture and industries, provision of agricultural extension services, building up of roads, wells, canals, ponds, etc. Organisation of Co-operative credit and marketing institutions and grain golas, setting up of rural dispensaries and schools, establishment of community centres and collection of village statistics and other information on the basis of which programmes for village development could be prepared by the villagers themselves.[8]

As the above definitions indicate, the theme of rural development is broad and complex. In brief, rural development entail.

i. Increasing agricultural productivity, the primary occupation of the rural dwellers.

ii. A rise in the income and living standards of the rural dwellers.

iii. The development of the rural dwellers intellect for better utilization.[9]

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Yet, rural development has been defined as the outcome of series of qualitative and quantitative changes occuring among a given rural population and whose converging effect indicate in time, a rise in the standard of living and favourable changes in the way of life of people concerned (U.N. 1971)[10]

It is further defined as the development of rural occupations (by increasing agricultural productivity as well as improving rural occupation thereby increasing per capita income) and developing the rural person by increasing his level of awareness through education, ensuring his full participation in his affairs and improving his standard of living by the provision of the basic social amenities (Viz, health services, good water supply, housing, roads etc) [11]

From the above we can see that rural development is a complex matter. However, it entails in summary;

i. Increasing agricultural production, the primary occupation of the rural inhabitants.
ii. A rise in income and the living standard of the rural person.
iii. The development of the rural peoples' intellect for better utilization.

Invariably since item three above implies mobilization as the gimmick through which the rest of the variables for development of the rural dwellers could be achieved, it is worthwhile to briefly see what this mobilization entails. It implies the stimulation of the people to make initiatives themselves i.e enlisting the active participation of all and sundry of the strata of the communities for whom the programme is

meant. This also connotes involvement in policy formulation and implementation. In this research this suggests the need for the designers of rural development schemes to undertake a thorough socio-economic survey of the target population to avoid the possibility of designing programmes that could not be of interest to the target population.

1:6 The scope and limitations of the study:

This study is not aimed at examining the performance of DFRRI on a state wide basis. The study is restricted to one local government area of Kaduna State ie, Soba Local Government area of Kaduna State with headquarters at Maigana. The limitation of the scope of this research to only one local government is due to limited resources of time and material to the researcher. This limited scope has also been adopted because it allows for an in-depth analysis of the problem. In addition, the fact that the Directorate's policies for all the states and local governments in the country are identical, the findings of the study could to a large extent be applicable to other local governments and states.

The time frame for this study covered the period 1986-1990. However, appropriate reference were made from time to time to periods before 1986 and after 1990.

In addition, another limitation of this study as could have been observed is the fact that the time frame is from 1986-1990, ie from the inception of DFRRI to 1990. The implication is that any achievements or lapses in DFRRI programmes in the area of concern after this period will not be part of the study.

Also, in view of the recent creation of more local governments ie, in late 1991, it should be noted that the area of concern still remains the former Soba Local Government area as it was before the creation of more local governments. This standpoint is more so since the time frame covers the period from 1986-1990 ie, before the recent creation of new local governments.

Finally, it is a known fact that in a research of such nature certain documents are labelled 'top secrets', and are as such inaccessible to the researcher. This therefore places a limit to the amount of reliable data the researcher has access to.

1:7 The hypotheses.

The hypotheses to be tested under this study are:

i. Non commitment to obligations by policy makers and implementors on rural development creates inefficient and ineffective execution of such programmes.

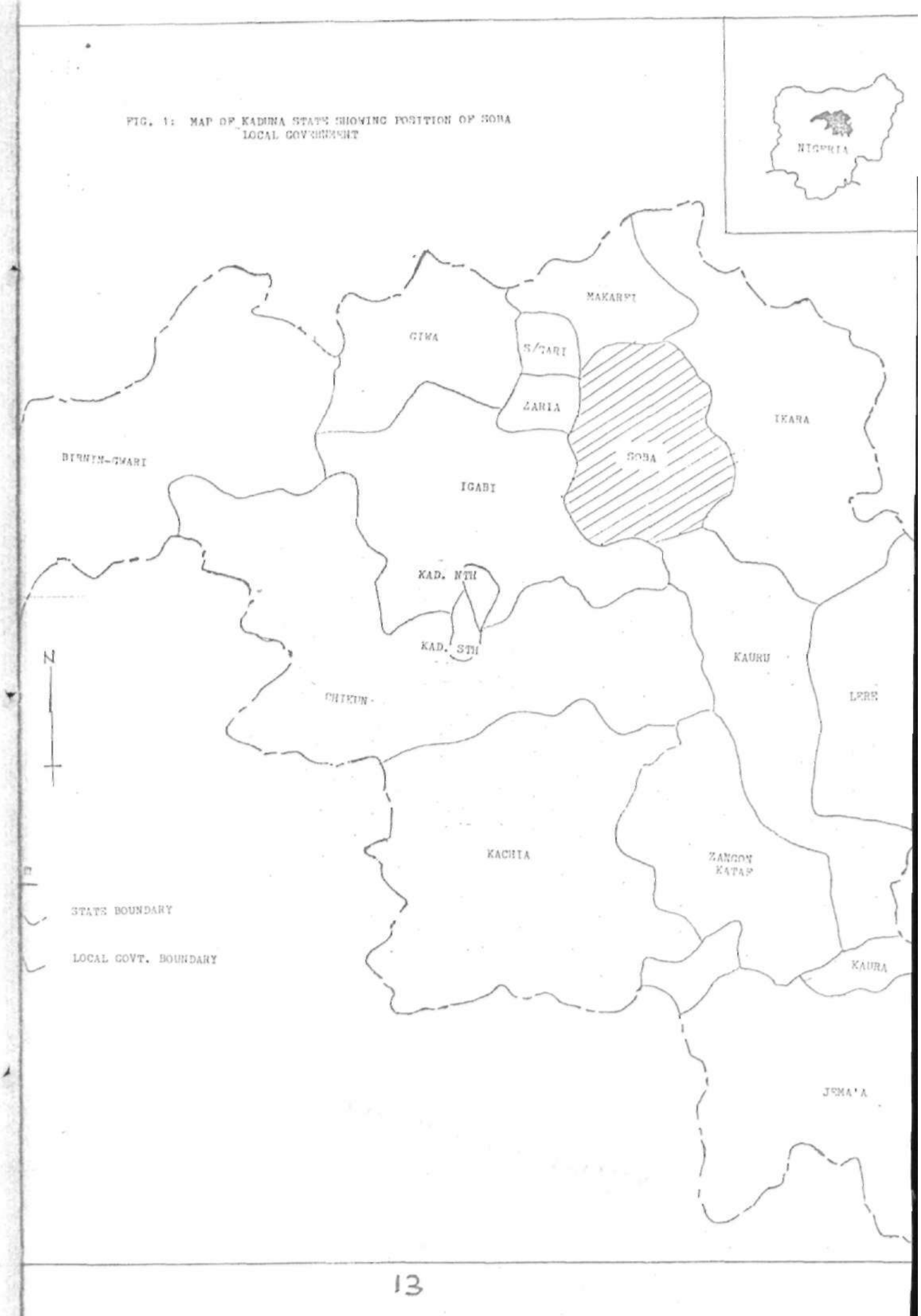
ii. Non involvement of the rural dwellers in rural transformation bids will result in non challant attitude of the rural dwellers towards such bids.

1:8 Research methods and data collection techniques

For the purpose of obtaining primary data questionaires were designed and distributed to a cross section of the target population including farmers, project employees, and traders in the local government under examination.

A Sample of 150 farmers, 100 project staff and 50 petty traders and artisans was taken from the farming populace in order to ensure adequate representation

FIG. 1: MAP OF KADUNA STATE SHOWING POSITION OF SOBA LOCAL GOVERNMENT



Footnotes:

1. D. Olatunbosun, Nigeria's Neglected Rural Majority, Ibadan Oxford University press, Ibadan, 1975 p. 57.

2. Ibid, p. 58

3. S.B. Oni and I. O. Bello, Community Development; The Backbone for promoting Socio Economic Growth, Oluseyi Boladeji Company and printed by Gaskiya Corporation Limited Zaria, 1987.

4. K.R. Hope, The Dynamics of Development and Development Administration.

5. W. Rodney, How Europe underdeveloped Africa Tanzania Publishing Housing, Dar-es Salaam, 1976, P. 9 - 13.

6. S.B. Oni and I.O. Bello, Community Development: The Backbone for promoting Socio - Economic Growth Oluseyi Boladeji Company, Gaskiya Corporation Ltd, Zaria, 1987, Pg.6.

7. U.I. Ukwu, Planning and Rural Development, the Nigerian Journal of Development Studies, Vol. 3.

8. S.R. Sen, The Strategy for Agricultural Development and other Essays on Economic Policy and Planning, Asia publishing House, 1962, p. 126.

9. U.U.Bunza, The impact of of Sokoto Agricultural and Rural Development Authority on Rural Transformation 1982-1986: A case study of the Western zone, Unpublished M.P.A. Thesis, A.B.U. Zaria 1988 p.12.

10. Ibid. P. 12

11. Ibid. P. 13

CHAPTER TWO

LITERATURE REVIEW

2:1 INTRODUCTION

In the previous chapter the problem to be studied was introduced. In this chapter, the theoretical framework of the study and the literature review are presented.

2:2 Theoretical Framework.

For this study the researcher has adopted mainly modernization theory as his framework. The modernization theory dominated the schorlarly projections of development and underdevelopment in the 1950s and 1960s. Ollawa points out that the concept of development during these periods was simply equated with economic growth. The belief at that point in time was that, development could be brought about by simply raising the level of a nation's Gross National Product(GNP).[1]

The assumption in this framework is that the western model provided the undeveloped nations with the quickest access to development. What was thus simply required was to provide these countries with the comparable historical data and presumed traits associated with the western developmental proccess.[2]

According to an observation by Bunza, development in this perspective was simply the attainment of an industrialized, nationally and politically integrated democratic society partterned after the characteristics of western democracy.[3] The western capitalist model of development in essence, with the use of monetary value as the yardstick for measuring development is the projection here.

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The above model upholds that a nation will achieve steady growth in its economy generally, so long as the net capital investment continues to progress. In simple language, growth here depends on the level of savings, which itself is dependent on per capita income. Capital is thus the important determinant of growth according to this model.[4]

This model clearly looks and sounds wholly technical. It upholds that mere injection of capital could bring about development. This model has set aside other variables and factors which are very complimentary and necessary in development, in addition to capital. The sociological variables - human factors for instance cannot be over - emphasized with regards development. The human needs, the human desire to develop as well as human moral commitment to same must work hand in hand with the capital aspect, for any meaningful development drive to ensue.

From the discussion above one could elaborately establish that net output produced in a given economy depends on the following four factors:-

i. the net stock of capital available in the form of machines;
ii. the amount of available labour force;
iii. the availability of land and natural resources; and
iv. the state of technical knowledge which continues to improve through time.

Bruton[5] provided another economic growth model similar by implication to the above. The model is expressed in the equation:

Yt = f (Knj,Lt,Ttj,Rt,st) Where 'yt' is the total output, 'Knj' the capital, 'Lt' the quantity of labour, 'Ttj' the technological improvement overtime, 'Rt' land and, other natural resources and 'st' social and cultural factors.

Bruton in this model maintains that capital and labour are the direct factors in the growth process while others are the indirect and merely influence the effect of the direct factors. It should be noted that social and cultural variables projected in this model make Brutons model most comprehensive and tenable, considering the fact that no variable concerning human beings no matter how mechanical can be totally devoid of the human factor. This is to say that the two factors ie, capital and labour and the human factor (social and cultural) cannot be mutually exclusive.

From the discussion of the above models we can identify some differences between them such as the socio-cultural factors contained in the second model as against the first. However, these models have something in common, ie they all assert that development can be attained if a nation can raise its net national product through the injection of variables such as capital, labour, land, technology, etc in the production process.

It was in line with the general belief in 'modernization' theory that, after the second World war, a few billion dollars of aid and technical assistance were offered as a development strategy to rehabilitate the war devasted economies of Europe by the United States under the Marshall plan.[6] It was the partial

success of the Marshall plan which encouraged the leaders of the developing countries to think that, given a disposition of monetary and technical assistance, their countries would take off into self sustained economic growth and development.

The 'modernization' theorists have over the years served not only the establishments of western governments but even the United Nation's agencies and the World Bank, as experts/advisors and/or policy makers.[7] This position has made the direction of flow of aid programmes from these institutions to the developing countries patterned along their thinking.

Rural development as expounded by the above pattern of thinking has its problems vested on the mere absence of modern inputs, trained manpower, modern technology, new values and ideas. Rural development in this perspective thus depends on "the transfer of skills and technology from the modern sector, just as national development requires diffusion of techniques and expertise from the more advanced industrial nations".[8] It is based on this premise that a number of developing nations including Nigeria have received this type of technical assistance from the World Bank in their bid to develop the rural areas.

Having said much on the western capitalist development strategy it is worthwhile to look at the viewpoint of the underdevelopment school, a school of thought greatly influenced by works of Karl Marx. According to this school of thought obtaining monetary and technical assistance and increasing the level of Net National Product is not a penacea to true development. This school believes that rather than bridging the gap in income the little economic growth achieved by those

nations that adopted this strategy aggravated more than ever before the problem of income inequalities within their societies.[9]

Developing nations that have adopted 'modernization' theorists approach to development rather than development, have experienced serious domestic problems, in that greater percentages of their population are now impoverished.[10]

A similar line of thought is as ..... Sen points out:

> In fact, until very resent years, the main emphasis put by experts on economic development almost all over the world was on material inputs and outputs and how to step up the rate of investment and plough back the returns for further investment so that the so called "take off" stage of the economy could be reached as early as possible. In this, the process of industrialization was usually given the highest priority and the importance of agricultural development and hence of the rural economy was emphasised in as much as agricultural surplus had to provide the where-whithal for industrial development in the earlier stages of economic growth.[11]

To further emphasize the inadequacy of the above postulation Sen adds:

> But practical experience has now led most of them to appreciate that programmes for material development cannot by themselves take a country very far unless they are accompanied by intensive effort for the development of the human resources as well.[12]

The message here is that unless good care is taken to educate and inspire the people to overcome their orthodox inhibitory values and apathy and create a conducive atmosphere for a better life, even the most aggressive technically sound programmes for rural development may turn out to be mere blossoms in the dust. Sen further buttresses his point:

> It is now widely recognised by economists and planners that the creation of a "will to develop" among the people is a most important pre-requisite for any programme for economic development and that this "will to develop" should not be merely confined to a small group of elite, but should be treated amongst all important sections of the nation.[13]

The proposition in addition, is a combination of general and technical education, provision of widespread economic opportunities and so called "ladders" for advancement and involvement of as many people as possible in the process of economic programming and decision making at different levels which are essential conditions for the creation of such a "will to develop" among all sections of the people.[14]

This relationship of challenge and response, the importance of fostering the "will to develop" and the need for providing appropriate material conditions for it to become effective and the interaction of the human factor with the natural environment are subjects which have become essential ingredients of theories of economic and social development in recent years.[15]

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Much however, has been said on both sides with regards to the two developmental schools of thought discussed above. It will be foolhardy to swallow either of the projections of the schools hook-line and sinker. This makes the careful assessment of an area of DFRRI operation ie, Soba Local Government area of Kaduna State with regards to the directorate's programmes, imperative. This will provide new premises and insights in our search for a more realistic development framework or strategy.

2:3 Recent Rural Transformation efforts in Nigeria.

Significant landmarks in Nigeria's efforts regarding rural transformation could be said to have started in 1976 with the Local Government Reforms. Under the reforms the Local Government came to be recognised as the third tier of government. The new structure emphasized the perticipation and mobilization of people in the grassroots to maximize development at that level.

The Operation Feed the Nation (OFN) was yet another programme embarked on by the Federal Government (Obasanjo's Administration) in 1976 to promote rural and agricultural development. The programme was intended to mobilize the Nigerian masses to achieve self sufficiency in food production. The programme was sustained by huge importation of farm inputs. The impact of this programme on rural development was not very encouraging. Infact the programme failed to achieve the desired impact.[16]

In the second republic rural development was a major political issue. Infact it was one of the four cardinal

programmes of the defunct Unity Party of Nigeria (U.P.N). Other parties also emphasized rural development in one way or the other. Infact it was concern for rural development that saw the establishment of the Ministry for Rural Development in some states where hitherto it never existed.

The second republic in a similar vein launched the 'Green Revolution' programme to replace the Operation Feed the Nation (O.F.N.) to promote rural and agricultural development. This programme however failed like its predecessor - the O.F.N. It failed because of lack of good co-ordination and problems of discontinuity[17].

Lastly, is the concern shown by the Babangida Administration for the development of the rural sector. The establishment of the Directorate for Food, Roads and Rural Infrastructures in February, 1986 is a clear manifestation of the Administrations commitment to rural development.

From the above discussion we could see that our rural sector which has for long been neglected has in recent years started receiving some attention.

2:4 Review of Literature.

Having established and viewed recent rural transformation efforts in Nigeria, it would be logical at this juncture to examine works undertaken in such fields of study by previous investigators.

Before reviewing the relevant literature, it is worthwhile to briefly look at the literature on Nigeria's planning system generally, which will widen our scope in the research area, as well as establish the linkage between the Nigeria's planning

systems and the present day rural underdevelopment.

Planning according to Edo is a policy activity directed towards the realization of a list of priorities within the course of an identified future time span.[18]

Planning for development is not a new phenomenon in Nigeria, as it could be traced to as far back as 1946 when the then Colonial Administration formulated a Ten year plan for the country.[19] In the actual sense most of the policies in the plans were made either directly from London or in Lagos by British Administrators with the support of few top ranking Nigerians, for the whole country. The guidelines were clearly imposed from above. Nnoli points out that, colonialism destroyed the self-reliance which characterised our economy in the pre-colonial days. Nigerians began to produce not for the satisfaction of their needs and tastes pattern but for those of the people in Europe.[20] Similarly Onimode points out that development during the 1946-56 plan period was conceived in terms of raising the level of performance of the then colonial economy and increasing infrastructural facilities like roads, schools and hospitals.[21] To bring about this development the nation's economy was entrusted to private enterprises. The role of government in this circumstance was restricted to mere creation of conducive atmosphere for the successful operation of these enterprises through the provision of loans, subsidies and technical assistance.[22]

Inspite of the execution of the plan, at the time of our

independence in 1960, underdevelopment, grinding poverty, mass illiteracy, debilitating desease, and savage exploitation constituted the lot of the majority of Nigerians.[23] Our problem of underdevelopment was linked with the 'vicious cycle' of poverty; that we are poor because we are poor. Development was consequently seen in terms of Gross Domestic Product (GDP) as a growth number game and thus reduced to mere attainment of an industrialized, nationally and politically integrated democratic society patterned after the western democracy.

Our political independence not withstanding, the economic system brought about by the colonialists remained unchanged. This was because the colonial economy was meant to perpetuate domination and exploitation of our economy for the economic advancement of Europe. Nigerians even after political independence continued to be alienated in their affairs and thus underdevelopment continued to be entrenched.

Ayida on his part examined the problem of Nigeria's development planning from the perspective of existing diversity and conflicting interest in Nigeria and their resultant impact on the planning process. According to him, following the emergence of middleclass and professionals as the influential groups in Nigeria, the basic objective of development policy in the country has been the expansion of the range of effective choice of this group as against that of the have-nots, ie. the peasant farmers, the urban workers and the unemployed.[24] Development planning in Nigeria is not viewed as a social process requiring the involvement of all social and political forces in the country, rather it is conceived as a purely technical exercise to be left

in the hands of the experts. Following the absence of mass participation in the planning process, the actions of the government have centred primarily on the system of patronage with little regard for merit, thus resulting in greater inequalities in the distribution of income.[25]

In Olatunbosun's contribution to the dialectics of underdevelopment in Nigeria, he attributed the existence of present day rural Nigeria's inequalities in income and social injustice to the pattern of government expenditure and tax policy which favour the urban sector more than the rural sector.[26] The above postulation is as buttressed by Okafor, who says that the apparent desire for higher GNP and the inherent urban bias of government have resulted in development policies that have favoured the relatively small urban industrial sector over the much larger rural sector.[27] The implication of the planning process in Nigeria thus, is that it has failed to make an impact on the lives of the rural people because they have been consistently excluded from the process. From all our discussion on this issue, it goes without saying that the present underdevelopment in Nigeria generally and rural neglect in particular could be traced to the planning structure and process by successive governments since 1946.

Having established a linkage between the Nigeria's planning system and the present day rural underdevelopment, it is at this point proper to review the literature in our field of study.

Ogundana undertook a one factor study in which he stressed the role of transportation in rural development. He points out

that poor transportation constitutes a constraint on rural development, imposing serious penalties on the more isolated areas which are denied profitable lines of activity which could have been possible if there were better transport facilities.[28]

Ogundana by his study neglected the impact of other infrastructural facilities such as water, cottage industries etc. in rural development, and as such his study suffers a defect.

In one of his studies on Funtua Agricultural Development Project, Oculi agreed that the potential for the farmers within the project area to increase their income does exist. However, the issue of inequality comes in when they are compared with farmers elsewhere who are not in the project area. In addition, internal inequality exists within the project area as the large-scale farmers devote more of their land to the high income earning crops such as cotton, maize and tall guinea corn.[29]

Oculi further observes that the poor cultural understanding of the rural areas by the Agric. Project coupled with a pre-conceived notion that the peasant farmer is traditional and therefore resistant to change led to alot of problems. For instance, he argues that in the pilot projects at Funtua, Gombe and Gusau, emphasis was placed on the adoption of a package of technology, that is entirely imported and depends on external source for its survival and support.[30] For example hybrid seedlings were emphasized at the expense of local seedlings and chemical fertilizer at the expense of manure. There was no attempt whatsoever, to develop the projects as a reflection of the local environment within which they are located, instead the projects preferred to transform the local enviroment to achieve

the motives of the projects. The problem of this package approach to agricultural development is the assumption that all farmers are the same. Technical innovations are thus introduced in a package, to be applied irrespective of the nature and structure of the farming population and the dictates of the environment.[31] The projects were thus forced to disregard locally derived inputs and other materials required in favour of the imported items.[32]

Also writing on the issue of technological innovation, Warner notes that the issue of diffusion of innovation is possible only in advanced countries where such technologies are already in abundant supply but certainly not in a third world country like Nigeria where relevant technologies are in acute short supply. Even in cases where such techologyies are available, existing inequalities (ie. gap between rich and poor) makes it difficult for vast majority of poor peasant farmers to have access to these, only big time farmers whose scale of operation is large enough to adapt to new practices invariably enjoy the diffusion of "innovation approach ".[33]

This study is indeed comprehensive, in that it not only restricts itself to the increase in income but how the increase resulted in inequality both within and outside the project area.

A study by Sule has combined both historical and survey methods for collection of data. The findings of the study have shown that Agric. projects for rural development have deficiencies because of the non-involvement of peasant farmers in the formulation and implementation of the project's activities

and the use of gross monetary measures as a yardstick for measuring development. The study however revealed that the project was at least effective in laying structural precondition for development.[34]

One defect identified with most rural development of the studies reviewed is that they overlook the relationship between the predominant characteristics of the target population and the principles guiding the organization of work among various projects and programmes. Harmony between these two Forces is essential for the successful design and execution of any rural development programme.

As Nkom points out:

> ... the elimination of the rural poverty and the improvement of the living standards of the rural poor should revolve around the people both as producers and as a creative political force in the production of more and better goods and services, in the equitable distribution of what is produced, and in the creation of a social order in which they themselves exercise ultimate control over the fruits of their own labour.[35]

Nkom has no doubt here expressed the imperativeness of mobilization of the rural dwellers towards rural transformation drives. He has indicated that their isolation in such bids would bring about consequently, inefficiency and ineffectiveness of execution of the programmes

This study will take this into cognisance, by examining the associational principles between the community and those guiding the operations of the Directorate.

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CHAPTER THREE

HISTORICAL BACKGROUND AND ORGANISATIONAL FRAME WORK OF DFRRI

3:1 HISTORY OF DFRRI

In the preceeding chapter, the theoretical frame work and related literature were discussed. In this chapter the history, aims and objectives as well as the organisational structure of DFRRI are treated.

Chapter one highlighted the subsequent failures of pervious governments at improving the standard of living of the rural dwellers which created some socio-economic problems. These problems range from rural - urban migration which continues to create social and economic problems for both the rural and urban areas. The rural areas as a result are deprived of able-bodied men and women (youths) who would otherwise have assisted in socio-economic activities and development in general in the rural areas.

In the urban areas, the rural-urban drift creates slums, unemployment and criminal and other anti social activities. It was as a result of such problems and the recent realization by the government, that development of the rural areas, where over 70% of the country's population live that government now gives credence to their development. This would lead to national development of the country itself. It was as a result of this that the Babangida Administration established the Directorate.

The Directorate was established in February 1986. Infact the Directorate was to administer part of the savings accruing to the Federal Government as a result of the withdrawal of petroleum subsidy which was announced by the President and Commander-in Chief of the Armed Forces in the January 1986 budget speech. The money generated from the said source was to be used by the Directorate for the provision and development of agriculture and infrastructures throughout the rural areas of the country.

Having enumerated some of the problems facing this nation, the Directorate was then charged with the responsibility of improving rural development and was given the conceptual frame-work to work with. The frame work includes, moral, social, cultural, economic, security, and social mobilization logic. Arising from that frame work, the most specific contents of any integrated rural development programme should include: Food and Agriculture; Hand Crafts, Cottage and small-scale industries. Rural education and manpower developmemnt, rural housing, rural health, rural infrastructural development: rural socio-cultural development: grass roots sports development; and political development and social mobilization[1].

The Directorate is directly under the office of the President with a chairman and a board consisting of seven members, all appointed by the president.

State Directorates were also created for each state of the Federation within the offices of the governors. At this level the governors of the states are the chairmen of DFRRI state committees and can appoint Directors for day - to - day

administration of the Directorates. The Board members shall be eight to fifteen persons for each state, to be appointed by the governors respectively, to represent public and private interest[2]. Furthermore, in each local government area, the Chairman is responsible to local goverment council which constitute rural development committees under his Chairmanship[3].

The Directorate at the local level will also encourage rural committees to form village unions under their own democratically elected leaders to serve as a means of mobilising their communities.[4]

Before proceeding with the goals and objectives of the Directorate it should be noted that the Kaduna State Agency for Rural Development (KARD) co-ordinates and establishes liaison with the Directorate to ensure that it's approved rural development projects in the state are consistently and satisfactorily executed. This is to ensure even-development and eliminate areas of conflict or duplication of efforts.

3:2 <u>The goals and objectives of DFRRI:</u>

The Directorate was established to :

(a) Improve the quality of life and standard of living of the majority of the people in the rural areas; For the purpose of attaining the above objective, the Directorate is to carry out the following development programmes:

(b) encourage and organise increased agricultural and any other activities towards an increased earning power of the rural dwellers;

(c) encourage increased agricultural and other activities in

the rural areas to provide agricultural and industrial raw materials;

(d) undertake the construction and repair of roads to facilitate communication and distribution of agricultural products;

(e) liaise with the appropriate federal, state and local government councils for the provision of water, health facilities, electricity, means of communication and such other things as the Directorate may determine within the rural areas;

(f) enlighten the rural communities in order to give them a sense of belonging to the country.[5]

These are the aims and objectives of the Directorate as enunciated by President and Commander - in - chief of the Armed Forces in Decree No. 4. At this juncture it is worthwhile to examine the organizational profile through which these programmes are executed.

3:3 The Organizational Structure of DFRRI

Since the Directorate and the Agency for Rural Development work hand in hand, the management of the Agency is vested in the supreme governing body which is the Executive council. This council is responsible for the formulation of the policies and activities of the Directorate and the Agency.

The membership of this council includes the Chairman who is the governor of the state. He appoints the Director who is responsible for the day - to - day administration of the Agency and the Directorate, the co-ordination of the implementation of

the programmes, as well as the selection of staff for the organization.

The personal secretary works with the Director, so also is the internal auditor, who is to cross - check expenses and ensure probity. The Deputy Diretor works under the directives of the Director and represents the Director when the latter is not on seat. There is the confidential secretary who is in the office of the Deputy Director.

As could be observed from the organizational chart (Table 1), the management of the Agency is carried out through five main departments namely, Administration and Personnel, Finance and Supplies, Planning and Research, Technical Services and Communication and liaison.

3.3.1 Administration and Personnel

The department is headed by the Assistant Director (Administration and Personnel). The department is shouldered with the responsibility of the day - to - day administration of the agency which include security, transport, giving of contracts, liaison staff welfare, personnel requirements[6].

3.3.2 Technical Services

To handle liaison with all executing agencies on all aspects of project execution. It is responsible for physical inspection of projects and evaluation performances. It is headed by a seasoned Engineer and a team of multi-disciplinary personnel to ensure effective supervision of the various aspects of rural development[7].

3.3.3 Research and Planning

Handles all aspects of planning, including plan monitoring and evaluation. It serves as the think tank of the Agency and provides the inputs required for an integrated and balanced rural development programme for the state. It also handles both the micro and macro aspects of planning[8].

3.3.4 Communication and Liaison

This department is responsible for projecting the activities of the Agency and has a liaison office in Lagos to quicken collection of materials and/or disemination of information. There is also a section for publications to issue hand bills and other information materials for public enlightenment on rural development while there is a section created for physical grass - roots campaign and data collection. This will ensure cross exchange of ideas to enhance effective local participation in programme planning and execution[9].

3.3.5 Finance and Supplies

This department is headed by a Finacial Controller. The Financial Controller is responsible for the following:

(a) In charge of accounts section

(b) Responsible to the Director

(c) Advice the director and the Agency on issues relating to finance and their implications.

(d) Prepares the budget of the Agency and work with other heads of programme.

(e) Provides financial information for guidance of decision making.

(f) Signs all the LPO's and jobbing orders of the Agency and other matters relating to finance.

(g) Supervises the stores section.

(h) Signs all the cheques in respect to all payments of the Agency.

(i) Any other duty that might be assigned to him by the Director or the Secretary of the Agency.

To carry out the above responsibilities effectively and efficiently a senior, serious and reliable financial expert is chosen.

It is worthwhile to focus at this juncture the structure of DFRRI at the Local Government level. However, the researcher observed that there was no such organized structure at Soba Local Government. In fact it was discovered that DFRRI in Soba Local Government had no office or even an official stationed there. With regards DFRRI operations in the Local Government in question, what obtains is that DFRRI liaises with the Local Government through the Local Government Community Development Officer (CDO). At district levels there exists Assistant Community Development Officers (ACDOs) who report to the CDO, who in turn reports to the Management of the Local Government.

3:4 The socio-economic features of Soba Local Government Area:

It is a well known fact that the 1973 census was officially abandoned by the Federal Government of Nigeria (FGN) and the most recent published estimates as could be found for Soba Local Government, are derived from the 1963 census. On the basis of a

7 percent per annum growth rate for Kaduna metropolis and 2.5 percent per annum for the remainder of the state, the population as a whole is estimated at 2.8 million people. Over half of the state population lives in settlements of less than 1,500 people while 15-20 percent live in urban areas of 20,000 people or more. On the basis of the 1963 census numbers of farm families is estimated at 603,300 out of which an estimated one quarter live in our case study area.[10]

Land tenure was previously rested in the traditional rulers, but is now owned by Kaduna State. Usufructory rights may be held by individuals and may be transferred to family members. In practice, land is sold or rented to outsiders. Sale and non monetary rental values are usually below market values. The land tenure decree of 1978 makes provisions for local governments to issue certificates of occupancy to farmers thereby enabling farmers to obtain official credit.

This is a time consuming and costly process, however, as it requires a costly survey of the land involved. Few farmers have actually applied for occupancy certificate.

Manual cultivators of the farming community farm 92% of the area under cultivation.[11] Work oxen owners dominate the remaining 8%. Tractor owners constitute a small fraction of the overall farmers of the Local Government and cultivate less than 1% of the land. Average holding size for these three types of farms are 4.4, 12.0 and 60.0 ha respectively. Farms are generally fragmented and field sizes vary significantly.

The average farm family consists of 5.3 persons. In this predominantly moslem northern area women do not engage in field

labour. The labour force is confined to the adult males with children assisting with lighter work.

The family is the major source of farm labour and theoretically could carry out all work on a 3 ha farm. However, due to other activities in which family labour is engaged, transient labour is hired by some farmers at peak periods. Statistical surveys show that 87% of labour is supplied by the family with the remaining 13% being hired.

Studies on rural income distribution in Northern Nigeria[12] indicate a high degree of income equality with ratios of mean per capital income between the poorest and the richest groups of only 1.5 percent. Dualism has hardly emerged in Northern Nigeria rural areas, since under current land distribution and farming techniques, the area's farming systems are not sufficiently profitable, capital-intensive or technically complex to allow wide income disparities. Yet with increasing access to education including modern sector employment opportunity and the widespread of more profitable agricultural techniques, such patterns are more discernible. Agricultural incomes should therefore aim not only at making farming more profitable but also at encouraging the widest possible participation of low income households.

The bulk of agricultural production comes from manually cultivated rainfed crops and crops grown on residual moisture, although irrigated crops provide an important source of food and cash income during the dry season. There appears to be little consistency in crop rotations and the acreages of crops planted appear to be mainly a function of seasonal opportunity, labour

availability and prices. The efficiency of crop marketing is often reflected in the farmers cropping patterns. Throughout the area in particular and the state in general, inter cropping is prevalent. Sorghum, the most common crop accounts for 32 % (often sole cropped) and cotton some 5 % cropped area. Various sole and combination crops make up the balance. Of the estimated 65,000 ha of fadama, about half is cropped. The use of residual moisture dominates fadama agriculture - major food crops such as sorghum, maize, cocoyam and cassava are grown in the higher non flooding fadama areas where they benefit from the high water table and the relatively high soil fertility. In wetter areas there is some attempt at water control, and sugarcane and dryland rice are planted with paddy rice in inundated areas. Vegetables, mainly tomatoes and peppers are grown under shadoof irrigation (tapping the acquifer of dry rivers and streams). Production from irrigation schemes mainly tomatoes and wheat has been disappointing due to poor management and agronomic practices.

Cereals provide the bulk of calorific intake in the area in particular and the state in general, the major food being millet, the first harvested crop and sorghum. With substantially increased production of maize (at broadly similar prices) there has been a marked rise in consumption, mainly at the expense of sorghum. Production of root crops is limited. Groundnuts and cowpeas are the main source of vegetable protein, the latter along with onions, tomatoes and peppers, being in considerable demand with traders from the south. Most crops destined for human use are processed using simple methods at or near the point of consumption.

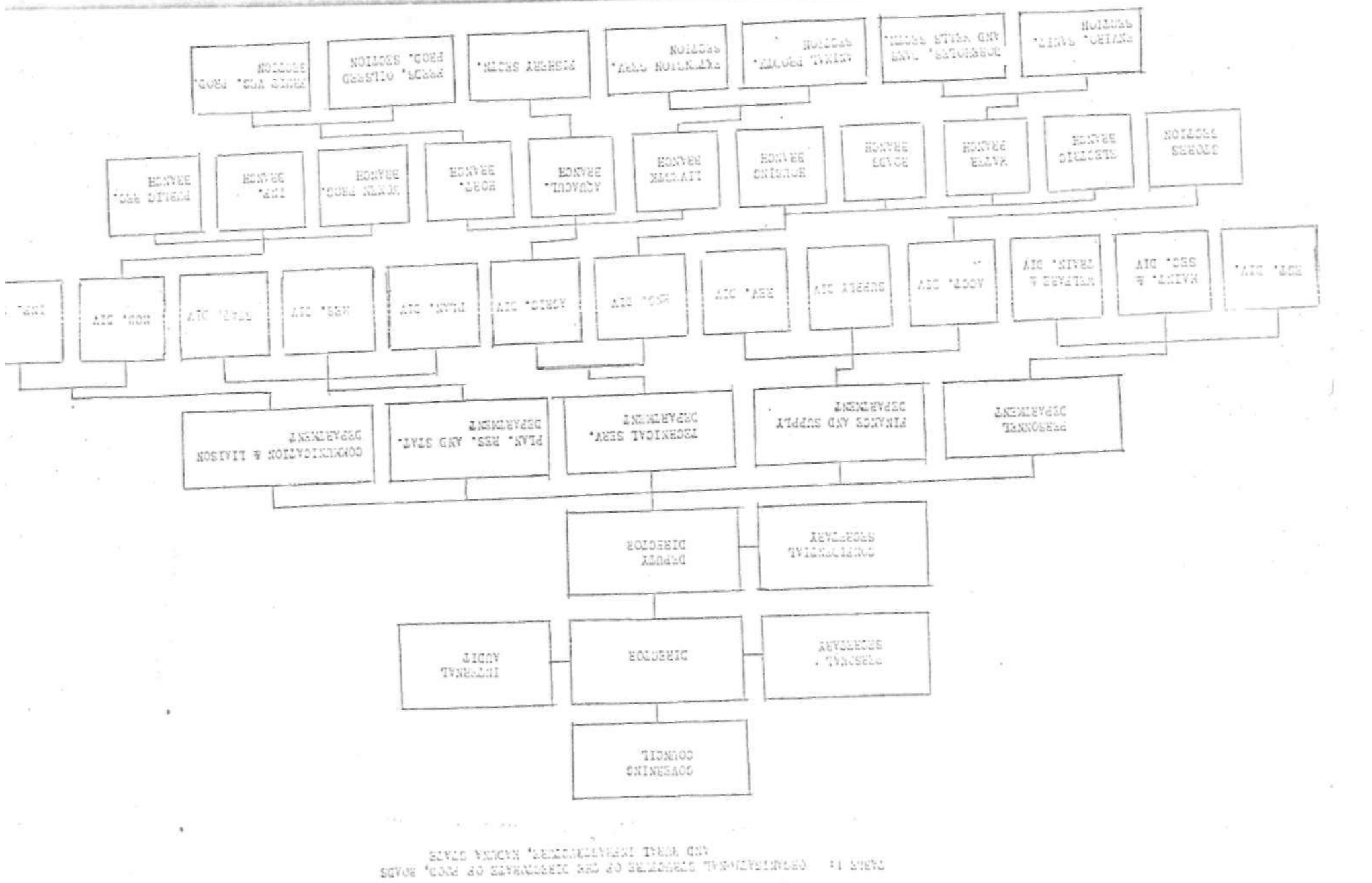


CHART 1: ORGANIZATIONAL CHARTER OF THE DEPARTMENT OF PUBL. ROADS AND RURAL INFRASTRUCTURE, KADUNA STATE

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CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS

4.1 Introduction

The aim of this chapter is to assess the performance of DFRRI in Soba Local Government area of Kaduna State. This chapter is very important in the whole research, as it is the theme of the research.

The performance of the Directorate would be assessed at the level of those for whom the policy is meant, ie. the rural dwellers. It is only in this direction that the Directorate can be said to be efficient to the effect that the rural populace which should benefit from this programme has improved its standard of living through the provision of rural infrustructure.

This chapter in effect is centred on the analysis of the data in terms of the aims of the Directorate and the hypotheses propounded in chapter one of this thesis. All questionaires were administered at Soba Local Government area.

The sample size comprised 300 villagers from various works of life, but most especially farmers who constitute majority of the rural populace in question.

4.2 Analysis of the construction of roads, provision of water and ventilated pit laterines

The Directorate's programmes include among other things construction of feeder roads, provision of potable drinking water and ventilated pit laterines with the aim of improving the quality of life and standard of living of the rural populace.

Records and relevant data were looked at where necessary to establish the extent to which the Directorate had provided such infrustructures to the rural dwellers.

This exercise was poised at testing the hypotheses that: Non commitment to obligations by policy makers and implementors on rural development creates inefficient and ineffective execution of such programmes. The tested hypothesis is as related below.

4.3 Construction of Roads.

In the 1986 budget speech, the Federal Military Government directed that a programme for construction/rehabilitation of 600,000 Kilometres of rural feeder roads should be initiated. Thus, the first phase of this programme aimed at constructing and rehabilitating 30,000 Kilometres in all the former Local government areas in Nigeria. Four hundred million Naira was allocated for this programme. And out of this capital budget of the Directorate in the 1986 fiscal year, 50 percent or ₦200 million was allocated to rural feeder roads development[1]!

Since the inception of this programme the Directorate claimed to have constructed a number of Kilometres of feeder roads linking important agricultural areas with the existing road net-work and important markets. But evidence shows that, out of ₦200 million allocated, the states only received ₦120 million as at March, 1987 for this programme[2]. The 1986 Budget made provision for 30,000 kilometres of rural feeder roads in the whole federation. The progress report however based on claims from the states shows that, of the 30,000 Kilometres proposed only 15,817 Kilometres or 52.72 percent has been achieved. A

more critical analysis of the progress report by the states monitoring unit and the Headquarters monitoring teams showed that in actual fact only 14,752 Kilometres and 7,267 Kilometres of feeder roads were constructed respectively. These represent 49.19 percent and 24.23 percent of the proposed 30,000 km target. The target for former Kaduna state was 1,040 Kilometres, while in present Kaduna state, the expected Kilometres is 520. But from data available,out of 520 Kilometres expected in Kaduna state, 504.72 was claimed to have been constructed by the Directorate at the end of 1988. Information obtained from the state Directorate claimed that 44.40 kilometres was constructed i.e. Basawa - Samaru, Soba - Bakura - Pagachi - Matari. In phase II, the same information claimed that 17.5 kilometres of road was constructed in our area of study.

The fact of the whole matter is that contradiction exists from the data available from the Monitoring unit in the state and those of the Directorate. The contradictions in the reports make one conclude that lack of commitment and unreliability creates ineffective evaluation.

According to Olanrewaju[4], one important point to note in this programme, is that the Directorate has performed poorly in terms of achieving the expected target in rural feeder roads during the first phase of the programme. From our analysis the second phase cannot be said to be different.

Okafor[5] on her part, attributes this poor performance of the rural feeder roads programme to the present level of funding which is rather low. The same view-point further buttressed that

the main issue is that of securing the adequate funds which the Directorate was promised by the Federal Government, and on which it has based its estimates.

An important point to note with regards this issue of low funding is that the Directorate is not expected to provide all the funds needed for carrying out the rural development projects. The funding structure of DFRRI's programme provides that Federal Government provides 75 percent, the state 15 percent, Local government 7 percent, while the community will provide 3 percent of the cost of any project that would be initiated[6]. Logically one tends to understand from the foregoing that the community may have to contribute any of the following: labour, material or money. A survey (Table 2.) has however shown that about 50 percent of the population sample are not even aware of the existence of the Directorate. This being the case, such a community might not know that such a good intention is meant for them by Government.

Table 2: Respondents who are aware of the existence of the Directorate or not

Response	No. of Respondents	Percentage
Yes	140	46.7
No	160	53.3
Total	300	100

Source: Survey by the Researcher.

4.4 Provision of potable Drinking Water

One of the roles of the Directorate is the provision of potable drinking water to the rural dwellers in order to reduce

the drudgery involved in the search for water and as such better their welfare. However, the low funding that has affected the construction of roads has similarly affected the provision of potable drinking water programme of the Directorate. In fact in the 1986 fiscal year, N433 million was budgetted by the Directorate, but only N70 million or 23 percent of the amount was allocated for rural water supply[7]. But as a result of the low funding which we had earlier discussed, the expected result was not met.

This poor funding of water supply in the rural areas has made cases abound where prior hydrological surveys are not carried out before projects such as boreholes are executed, resulting in ultimate waste of efforts where sometimes boreholes are drilled only to end up not reaching the water tables, or the boreholes caving in after commissioning. The frequency of the failure of such boreholes have in recent times drew serious suggestions from some quarters for the stoppage of sinking of boreholes for rural water supply. The argument is that such boreholes get grounded early and maintenance is difficult and costly. Olowu[8] observed that most of the boreholes constructed by the Directorate are of poor quality and often difficult to maintain by the local people due to low funding of rural projects.

The lack of adequate water supply by the Directorate to the rural dwellers could be buttressed by table 3 which shows that 16.7 percent were of the view that the Directorate provided their source of water supply, 60% claimed to have their source of water from the community, 6.7 percent claimed that the past governments

provided their water supply, 5% claimed to have their supply through other means and 15 percent did not respond to the question.

The data shows that a sizeable proportion of the population claimed that their source of water supply came from the community, while a small number of the respondents (16.7%) claimed to have their source of water supply from the Directorate.

Table 3: Respondents showing their sources of water supply

Source	No. of Respondents	Percentage
The Directorate	50	16.7
The Community	180	60.0
Past Government	20	6.7
Others	5	1.6
No Response	45	15.0
Total	300	100

Source: Survey by the Researcher.

4.5 Types of toilet system used by the Community.

One of the roles of the Directorate is to encourage the rural communities to construct and maintain Ventilated Pit Laterines in their homes. Table 4 shows that 83.3 percent have Pit Laterines while 16.7 percent go to the bush (the open air defecation system).

Table 4: Respondents showing the types of toilet system they use

Toilet system	No. of Respondents	Percentage
Pit Laterines	250	83.3
Open Air	50	16.7
Total	300	100

Source: Survey by the Researcher.

When the respondents were asked to indicate what type of toilet system they had, 83.3 percent claimed to have Pit Laterines. All the respondents out of the 80 percent said that they had been using this system ever since. This indicates that the situation was not influenced by DFRRI.

4.6 Analysis of Agricultural Inputs.

Lying side by side with the construction of roads and the provision of water to the rural areas by the Directorate, is the supply of agricultural inputs. Since the provision of such agricultural inputs as fertilizers, improved crop varieties and chemicals, as well as improved farming techniques by the Directorate would increase agricultural output, it goes without saying that if such is achieved, the standard of living of the rural dwellers will be enhanced. Certainly increased agricultural output as a result of provision of increased and improved inputs will enhance income of the rural dwellers and general standard of living. This is moreso since the vast majority of the rural dwellers are farmers and as such improvement of farmers activities no doubt would result to improvement of their standard of living. Effective and efficient provision of such agricultural inputs would have no doubt facilitated smooth execution of DFRRI programmes

4.7 Supply of Fertilizers.

In analysing the above, the respondents were asked to indicate how they procured their fertilizers. Their response is

as shown in table 5. The table shows that 257 respondents or 85.7% obtain their fertilizers from the middlemen, followed by 12 or 4 percent who got theirs from the service centre. 5 percent got theirs from the Directorate. 26 or 8.7% did not respond to the question.

Table 5: Respondents showing their sources of fertilizers supply.

Source	No. of respondents	Percentage
Middlemen	257	85.7
Service Centre	12	4.0
The Directorate	5	1.6
Others-No response	26	8.7
Total	300	100

Source: Survey by Researchers

The table above shows that farmers rely more on the middlemen as source of fertilizer supply rather than the Directorate.

4.8 Supply of improved crop varieties.

On agriculture, the Directorate is also vested with the role of supply of improved crop varieties, seeds and seedlings, with the sole aim of encouraging increased agricultural output. The provision of crop varieties would surely go a long way in increasing agricultural output. Table 6 shows that all the respondents had no access to improved crop varieties from the Directorate.

Table 6: Respondents showing their sources of seeds supply.

Source	No. of Respondents	Percentage
The Directorate	-----	-----
Middlemen	-----	-----
Service Centre	-----	-----
Co-operative Societies	-----	-----
None of the above	300	100
Total	300	100

Source: Survey by the Researcher.

4.9 Supply of Chemicals.

Table 7 shows that all the respondents had no access to chemicals such as pesticides and herbicides.

Table 7: Respondents showing their sources of chemicals supply.

Source	No. of Respondents	Percentage
The Directorate	-----	-----
Service Centre	-----	-----
Middlemen	-----	-----
Co-operative Societies	-----	-----
Others	-----	-----
None of the above	300	100
Total	300	100

Source: Survey by the Researcher.

4.10 Analysis of improvement of farming system and farming techniques of the farmers.

Among the primary objectives for the establishment of the Directorate is to improve income levels of the rural dwellers and therefore improve their purchasing power. However no such socio-economic transformation could be achieved without the improvement of farming systems by the use of modern techniques of farming. It is for this reason that the Directorate realised the importance of modernization principles and the incorporation of same in its

objectives. This thus, would entail the transfer of skills and techniques from the modern sector to rural areas. The researcher delved to establish whether the farmers had access to the use of new farming system, such as the use of tractors, irrigation pumps, sprinklers etc, in their farms. Table 8 shows that all the respondents, had no access to these agricultural implements.

Table 8: Respondents showing the types of farming implements they use.

Inputs	No. of Respondents	Percentage
Irrigation pumps	-----	-----
Tractors	-----	-----
Sprinklers	-----	-----
None of the above	300	100
Total	300	100

Source: Survey by the Researcher.

When the farmers were asked to indicate what type of farming system they practiced, the result (table 9) showed that 295 respondents or 98.3 percent claimed that they used manual labour, while 5 or 1.7 percent used ox-plough method of farming. This supports the result in table 8 which indicates that farmers were not exposed to the use of new agricultural tools and techniques.

Table 9: Respondents showing the type of farming system they adopt.

System	No. of Respondents	Percentage
Ox-plough	5	1.7
Others-Manual labour	295	98.3
Total	300	100

Source: Survey by the Researcher.

Responses of the farmers, according to table 9 indicates that most of the farmers employ manual labour.

4.11 Income of the farmers.

As has earlier been mentioned, improvement of farming practice and system would enhance income through improved and increased production. Therefore the income of the farmers was used to establish whether their standard of living had improved or not. Table 10 reveals that 275 or 91.7 percent claimed to have witnessed fall in their income in recent years, while 8.3 percent had increase in income. A good number of the sample population as shown in the table have experienced decline in their incomes, even though there existed no data on previous production of the farmers before the Directorate came into being, to compare it with current production output. Nevertheless the farmers still claimed to have experienced a fall in income and associated this to lack of available agricultural inputs and access roads vital for the evacuation of their produce.

From the foregoing we could conclude that the first hypothesis which is that: Non commitment to obligations by policy

makers and implementors on rural development creates inefficient and ineffective execution of such programmes, is true. On the second hypothesis however, one could easily see the folly of the Directorate in the mobilization bid of the rural dwellers. This bad gesture certainly brings about non challant attitude of the rural dwellers towards the Directorates' programmes. The Directorate is ideally supposed to create a two way interection channel between government and the people, right to the grassroots level. By so doing, the people can interact with the government at Federal, State and Local government levels. What we have seen from our general survey with regards to the relationship between the people at the grassroot and the Directorate is a sort of communication gap, whereby there exists an exploitative and very corrupt body politic and an economic system that discourages real productive effort, but rather supports and abets activities of touts and middlemen who give no credence to the goods and services exchanged.

Table 10: Respondents showing mobilisation efforts of DFRRI

Response	No. of Respondents	Percentage
Yes	-	0
No	300	100
Total	300	100

Table 10 above shows that all the respondents had never witnessed any sort of mobilisation by the Directorate towards its programmes.

This whole situation creates an atmosphere of discontent and general lack of zeal by the people at the grassroots with regards to the Directorates programmes. Consequently, the entrenched syndrome of government will provide-it all-and do-it-all leaves the people generally un-mobilized, unchallenged and un-commited to any nation building drive.

The deduction from the survey generally therefore is that mobilization of the rural dwellers is totally lacking and hence their non-challant attitude towards DFRRI's programmes. Above observation therefore buttresses the fact that the second hypothesis which maintains that: Non involvement of the rural dwellers in rural transformation bids will result in non-challant attitude of the dwellers towards such bids, is true.

Table 11: Respondents showing increase in income or otherwise.

Response	No. of Respondents	Percentage
Yes	25	8.3
No	275	91.7
Total	300	100

Source: Survey by the Researcher.

4.12 General performance of the Directorate.

The rural dwellers for whom DFRRI is meant to serve are in the best position to ascertain whether the Directorate has performed well or not. The researcher therefore made it imperative to ask the rural dwellers to indicate how the Directorate had performed. (See Table 12).

In the table, 6.4 percent of the respondents claimed that the Directorate had performed well in construction of roads, 1.4

percent in procurement and distribution of farm inputs, 5.7 percent in sinking of boreholes, 10.7 percent in digging of wells, 3.6 percent in construction of culverts, while over 70 percent claimed that the Directorate had not performed well in any aspect.

We are thus made to understand from the table that though the Directorate performed some of its activities in one area or the other, majority of the respondents claimed that the Directorate had not performed well generally.

Table 12: Individual response on how well the Directorate has performed.

Question	Sample size	Response No.(%)	
		Yes	No
1.Has the Directorate performed well in the construction of roads?	140	9(6.4)	131(93.6)
2.Has the Directorate performed well in the procurement & distribution of farm inputs?	140	2(1.4)	138(98.6)
3.Has the Directorate performed well in the sinking of boreholes?	140	8(5.7)	132(94.3)
4.Has the Directorate Performed well in digging of wells?	140	15(10.7)	125(89.3)
5.Has the Directorate performed well in the construction of culverts?	140	5(3.6)	135(96.4)
6.Do you think the Directorate has not performed well in any aspect?	140	101(72.1)	39(27.9)

Source: Survey by the researcher.

4.13 The modernization theory vis-a-vis the Directorates programmes.

Having expounded mainly the 'modernization theory' as the theoretical premise for this thesis, this part of the chapter tries to marry the modernization theory with the Directorates activities. The modernization theory which mainly concerns itself with development, has it that development can be achieved if a nation can raise its Net National Product through the injection of variables such as capital, labour, land and technology in the process of production. The Directorate which was established to put to stop the current rural neglect and poverty, has aimed at encouraging and organising the rural dwellers towards increased agricultural productivity, in order to provide industrial raw materials, which will in turn raise the nations Net National Product and eventually bring about development. The above approach would bring active participation at the grassroots in the formulation and execution of the programme. The people at the grassroots should be involved directly in the production of more and better goods and services. Our survey however, which shows that majority of the rural dwellers do not benefit or are not actively involved in this programme indicate that the objectives of the programme are near to being defeated. Also, our surveys indicate that such necessary inputs as tractors, ploughers, irrigation pumps, pesticides, fertilizers, herbicides, etc. are not available to the farmers. The arguement of the modernization theory is based upon the above enumerated factors. It could however be ascertained that even where they are available, they are not accessible to those for whom they are

meant.

It is pertinent at this juncture based on the observations made, to argue that though the Directorates programmes are laudable in policy objectives, they are inefficient and ineffective in terms of results. This is to say that the implementation is short of the efforts.

The research has shown that the modernisation theory did not make any reasonable impact on rural development efforts, because of the inadequacies of the seeming wholly technically oriented paradigm of the practice. For better, realistic and permanent rural development strategy, results from the research have shown that it is imperative to educate and inspire the people at the local level to overcome their orthodox inhibitory values and apathy and thus create conducive atmostphere for a better life.

The 'social integration' theory as propounded by Sen[9] is suggested as a better strategy for rural development. This school of thought maintains that programmes for material development cannot by themselves take a country very far unless they are accompanied by intensive efforts for the development of the human resources as well. The argument in this most laudable theory of Sen is the creation of the "will to develop" among the people as an important pre-requisite for any programme for economic development. This "will" should also not be confined to a small group of elite, but rather extended amongst all important sections of the society.

This challenge and response are very necessary to make any development effort effective and efficient.

FOOTNOTES

E.A. Olarenwaju, 'The Challenge of Rural Transportation in Nigeria' in Quarterly Journal of Administration, Vol. xx numbers Three and Four, April/July, 1986, p.192.

The Guardian News paper, March 27, 1987, p. 1.

A. Okafor, An Evaluation of the Role of the Directorate of Food, Roads and Rural Infrastructures in Rural Development: A case study of Kachia Local Government area in Kaduna State, unpublished M.P.A. thesis, A.B.U. Zaria, 1990, p. 56.

E.A. Olarenwaju, Op. cit. p. 199.

A. Okafor, Op. cit. p. 61.

E.A. Olarenwaju, Op. cit. p. 193.

D. Olowu, 'Institutional Approaches to Rural Infrastructure Development in Nigeria'- In Quarterly Journal of Administration Vol. xx, No. Three and Four, April/July, 1986, p. 169.

8. Ibid, p. 170.

9. S.R. Sen, The strategy for Agricultural Development and other Essays on Economic Policy and Planning, Asia publishing House, p. 124.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5:1 CONCLUSION

This research was an assesement of the performance of the Directorate of Food, Roads and Rural Infrastructure in Soba Local Government Area of Kaduna State.

The first chapter of this work looked at the historical background of rural development in Nigeria and forecast it as a pre-requisite for national develoment. Problems for the study were unfolded and hypotheses drawn as a working guide throughout the research.

The usual methods of inquiry used were viz; library source, questionnaires and personal observation.

The second chapter dealt with a review of related literature and theoretical framework. The chapter focussed on the modernization theory and the social integration school of thought. These two paradigms have discourse on strategies adopted for rural development as a yard stick for national development.

Chapter three was a cursory look at the evolution of DFRRI. Secondly, the goals, objectives and the organizational profile of the Directorate was discussed as a base for comprehending the Directorates aims and administrative pattern. The socio-economic characteristics of the area under study was also highlighted. Going through the historical review of Nigeria's rural development enables one to see how previous administrations made several attempts to improve the standard of living in the rural

areas in Nigeria.

In chapter four, the researcher undertook the analysis and discussion of the data collected. In the data analysis, percentages were used for comparison purposes to enable the researcher to reach logical conclusions on the hypothesis listed. Yet, the social integrated theory was suggested as a catalyst for a more realistic rural development drive.

This study has deduced that most farmers obtain their fertilizers from the middlemen and not from the Directorate. It is also shown that farmers had no access to other farm inputs such as improved crop varieties, chemicals, pesticides as well as extension services. Farmers were, so to say, not exposed or encouraged to use recent tools of farming that would boost agricultural production. Such tools as irrigation pumps, tractors etc were either not available to the farmers or where otherwise, were obtained through other sources and not through the Directorate.

Other infrastructure such as potable drinking water and access roads were inadequate and in most cases not provided by the Directorate.

The foregoing has led us to ascertain that the Directorate has not succeeded in its rural transformation mission. The fact that the Directorate has not contributed to increased agricultural productivity through the procurement and efficient distribution of modern farm inputs, construction of feeder roads and sinking of boreholes to provide good driniking water, is a good pointer to the failure of the Directorate in its bid to

transform the rural areas.

In summary, one can assert that the first hypothesis is rejected. This is because the Directorate did not show any commitment to the provision of rural infrustructure.

The second hypothesis is also accepted because the study has shown that there wasn't any tangible mobilization of the rural dwellers by the Directorate for development purposes.

We can thus conclude that even though the Directorate has made a leap in the rural transformation drive, it has not succeeded. Having made an effort, the Directorate at this point has it necessary to evolve the social integration pattern whereby the rural dwellers would be enmeshed in every facet of the programme right from policy fumulation to implementation.

5:2 Recommendations

Having assesed the performance of the Directorate in rural transformation and found some short comings, the following suggestions are proposed for better performance in future.

Since the majority of the populace was not involved either directly or indirectly in the programme of DFRRI, the situation caused failure to effectively and efficiently transform the rural areas. Thus, the planning and implementation of the programme with full incorporation of the rural dwellers should be seen as essential for any tangible results in the rural transformation drive.

The utter isolation of the target populace in such programmes at both formulation and implementation stages, has created a vacuum in the sense that the actual needs and

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aspirations of the rural people are not considered. This is precisely because the beneficiaries are not given the opportunity to participate in the programmes that affect them. This whole situation makes the people see the programmes and activities of the Directorate as purely government affairs that need no contribution and participation of the people. More often than not ideas are imposed on the people with the belief that such ideas would be swallowed hook-line and sinker.

With the foregoing, exists lack of exchange of ideas between the Directorate and the people at the grassroots, which could bring about the easy identification of needs and aspirations of the people, as well as foster the application of their solutions. This picture thus, calls for a pattern at the grassroots to involve the people in both the planning and execution of the Directorates' programmes in future. It is disheartening to discover that DFRRI has virtually not registered its presence in Soba Local Government for the fact that it has no liaison office no even an official stationed at the Local Government to oversee its activities. For this reason this research recommends for the stimulation of the people at the grassroots to make initiatives themselves i.e enlisting the active participation of all and sundry of the strata of the communities for whom the programme is meant. It is suggested that the designers of rural development should always endeavour to undertake a thorough socio-economic survey of the target population to avoid the possibility of designing programmes that could not be of interest to the target population.

It is also recommended that the Directorate should endeavour to provide the necessary ingredients needed for improvement of the living standard of the rural people, since results obtained from this research have shown that the Directorate has not provided such necessary infrastructures as agricultural inputs, potable drinking water, rural roads and cottage industries, which are essential for rural transformation.

To crown it all, it is suggested that if the enumerated recommendations are adhered to, rural transformation will register great impact. A rural transformation impact will in turn enhance rapid national economic growth.

In conclusion it is suggested that follow-up research with a view to consolidating and extending findings ealier obtained, should be conducted. This gesture could one day serve as a comprehensive blue-print for rural transformation.

APPENDIX A

SAMPLE OF LETTER OF INTRODUCTION (ACCOMPANYING QUESTIONAIRE GIVEN TO EACH RESPONDENT)

Dear Respondent,

This questionaire is part of a study on the assessment of the performance of the Directorate of Food, Rural Roads and Infrastructure (DFRRI) in Soba Local Government Area.

The researcher is a Master of Public Administration candidate in the Department of Public Administration, Ahmadu Bello University, Zaria.

The study involves numerous activities of the Directorate and its role on the standard of living of the people of Soba Local Government Area. The questionaire is only aimed at seeking your opinion/perception of the whole Directorate and not information about one particular aspect or programme of the Directorate.

It is pledged that the responses of all individuals will remain strictly confidential.

Your co-operation would be appreciated.

thanks

Researcher

APPENDIX B

QUESTIONNAIRE ON THE PERFORMANCE OF THE DIRECTORATE OF FOOD, ROADS AND RURAL INFRASTRUCTURES IN SOBA LOCAL GOVERNMENT AREA

SECTION A: Personal data

1. NAME OF VILLAGE :
2. LOCAL GOVERNMENT :
3. SEX :
4. AGE :

SECTION B : FARMING

MARK 'X' WHERE ANSWERS ARE APPROPRIATE

5. WHAT IS YOUR OCCUPATION ?
6. WHAT IS YOUR APPROXIMATE ANNUAL INCOME FROM YOUR OCCUPATION ?
7. AS A FARMER, WHAT TYPE OF FARMING DO YOU DO ?
8. WHAT TYPE OF CROPS DO YOU GROW ?

SECTION C: THE DIRECTORATE AND ITS VARIOUS ACTIVITIES AND THEIR IMPACT ON THE PEOPLE.

9. AS A MEMBER OF THIS VILLAGE, ARE YOU AWARE OF THE EXISTENCECE OF THE DIRECTORATE OF FOOD ROADS AND RURAL INFRASTRUCTURE ? IF YES, ANSWER THE FOLLOWING:
   (I) HAS THE DIRECTORATE PERFORMED WELL IN THE CONSTRUCTION OF ROADS?
   (II) HAS THE DIRECTORATE PERFORMED WELL IN THE PROCUREMENT AND THE DISTRIBUTION OF FARM INPUTS?
   (III) HAS THE DIRECTORATE PERFORMED WELL IN SINKING OF BOREHOLES?

(IV) HAS THE DIRECTORATE PERFORMED WELL IN DIGGING OF WELLS?

(V) HAS THE DIRECTORATE PERFORMED WELL IN THE CONSTRUCTION OF CULVERTS?

(VI) DO YOU THINK THE DIRECTORATE HAS NOT PERFORMED WELL IN ANY ASPECT?

10. IF YES THROUGH WHAT CHANNEL DID YOU COME TO KNOW ABOUT THE DIRECTORATE ?

11. HAS THE DIRECTORATE DONE SOMETHING IN YOUR VILLAGE ?

12. IF 'YES' HAVE YOU HAD ACCESS TO AGRICULTURAL INPUTS AND WHAT TYPE ?

INPUTS	QUANTITY AND COST
a. Improved Seeds	
b. Fertilizer	
c. Chemicals	
d. Irrigation Pumps	
e. Tractors	
f. Sprinklers	

13. HOW DO YOU PROCURE YOUR FARM INPUTS

14. DID THE INPUTS INCREASE YOUR AGRICULTURAL OUTPUT ?

(a) YES (b) NO

15. WHAT TYPE OF FARMING SYSTEM DO YOU PRACTICE ?

(a) OX - PLOUGH

(b) TRACTORS

(c) MACHINE

16. WAS IT PROVIDED BY THE DIRECTORATE ?

(a) YES (b) NO

17. IF 'NO' WAS IT LEASED OR BOUGHT AND AT WHAT PRICE ?

18. BEFORE THE DIRECTORATE, WHAT WAS YOUR OUTPUT IN BAGS (50kg)?

CROPS	AMOUNT/YIELD (kg)	AMOUNT REALISED (₦)
Maize Groundnut Sorghum		
Maize		
Rice		
Millet		
Cowpeas		
Others - Specify		

19. WHAT WAS YOUR OUTPUT LAST YEAR ?

CROPS	AMOUNT/YIELD (kg)	AMOUNT REALISED ₦
Maize		
Groundnut		
Sorghum		
Millet		
Cowpeas		
Rice		
Others (Specify)		

20. IN GENERAL, CAN YOU SAY THAT YOUR INCOME HAS IMPROVED IN RECENT YEARS ?

(a) YES (b) NO

21. WHAT TYPE OF ACCESS ROADS DO YOU HAVE ?

(a) Good tar

(b) Bad tar

(c) Good laterite

(d) Bad laterite

(e) Foot-path

22. WHO CONSTRUCTED THE ROAD ?

(a) The Directorate

(b) The Community

(c) Some Individuals

(d) Past Government

(e) Others

23. WHAT HAS BEEN THE IMPACT OF THE ROAD ON YOUR ECONOMY?

(a) Eased transportation problem

(b) Expansion of markets

(c) Increased productivity

(d) Others (specify)

24. DO YOU HAVE WATER SUPPLY SYSTEM ?

(a) YES (b) NO

25. IF 'YES' WHO PROVIDED THE WATER SYSTEM ?

(a) The Directorate

(b) The Community

(c) Some Individuals

(d) Past Governments

(e) Others (specify)

26. WHAT TYPE OF TOILET SYSTEM DO YOU HAVE ?

(a) Ventilated pit laterines

(b) Water system

(c) Open air

(d) Others (specify)

27. IN GENERAL, IN WHAT AREAS DO YOU THINK THE DIRECTORATE HAS PERFORMED WELL ?

(a) Construction of feeder roads

(b) Distribution of farm inputs

(c) Sinking of boreholes

(d) Encouraging better housing system

(e) Others (specify)

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