AN ANALYSIS OF GOVERNMENT RURAL DEVELOPMENT

POLICIES IN KADUNA STATE

1977 - 1987

BY

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DECLARATION

I hereby declare that this research work was carried out by me under the supervision of Dr. Stephen Bola Oni, who is a Lecturer in the Department of Local Government Studies, Ahmadu Bello University Zaria. To the best of my knowledge and belief, this research work has never been submitted either in Ahmadu Bello University, Zaria or any other higher institution for the award of MPA degree. The various sources used in this research project have been acknowledged through the use of footnotes. However, any mistake contained in this work is solely the responsibility of the author, Rahman, Ameen Babatunde.

Rahman A.B. 2/4/1992

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CERTIFICATION

This Thesis titled "AN ANALYSIS OF GOVERNMENT RURAL DEVELOPMENT POLICIES IN KADUNA STATE - 1977 - 1987" by RAHMAN AMEEN, BABATUNDE meets the requirements governing the award of the degree of Masters of Public Administration (LG) of Ahmadu Bello University, Zaria, and is approved for its contribution to knowledge and literary presentation.

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TABLE OF CONTENTS

	PAGES
T.tle Page	i
'eclaration	ii
Acknowledgement	iii
Dedication	iv
Certification	v
Table of Contents	vi
List of Tables, Maps, etc	vii
Abstract	viii

CHAPTER ONE

THE NATURE OF THE STUDY

A	Introduction	1
B	Definition of Concepts	2
C	The Problems of the Study	4
D	The Study Goals	6
E	Methodology	7
F	Limitations of the Study	8
G	Usefulness of the Study	9

CHAPTER TWO

CONCEPTUAL FRAME - WORK

A	Literature Review	11
B	Related Governmental Attitudes...	18

CHAPTER THREE

HISTORICAL BACKGROUND, STRUCTURE AND CONTENTS OF RURAL DEVELOPMENT POLICIES

A	Brief Historical Background	27
B	Kaduna State Rural Development Policies Objectives ...	28
C	The Funtua Agricultural Development Projects	29

Pages

The Directorate for Foods, Roads and Rural Infrastructures Performance in the State 32

Implementation of Rural Development Policies by Local Goverments 34

Constraints to Rural Development Policies Performances .. 36

CHAPTER FOUR

EVALUATION OF PERFORMANCE(S)

Evaluation of Government Ministries, Parastatals, Corporations, Departments, and other Voluntary Rural Development Agencies 41

Evaluation of Rural Development Policies Performances on the Rural Dwellers: Based on the Levels of Satisfaction 45

Impacts of Small-Scale Industry 60

CHAPTER FIVE

POLICY RECOMMENDATIONS FOR EFFECTIVE RURAL TRANSFORMATION IN KADUNA STATE

Integrated Supply of Farm Input and Marketing Facilities 68

Equitable Integrated Supply of Inputs and Marketing 69
Facilities.

Integrated Farm/Rural Non-Farm Production and Marketing .. 71

Integrated Supply of Farm and Non-Farm Inputs, Marking and Social Amenities 72

Integrated Rural Development and Political Process 73

CHAPTER SIX

CONCLUSION

Summary of Research Findings 76

Summary of Recommendations 78

BIBLIOGRAPHY 81

APPENDIX 86

TABLES, MAPS, ILLUSTRATIONS, ETC.

PAGES

1. "Vicious Circle of Poverty" in Rural Areas 11
2. Questionnaire reponses from the bureaucrats 42
3. Investment in Selected Agricultural Projects 45
4. Investment in Selected Electricity Projects 47
5. Availability of Electricity 48
6. Investment in Selected Water Supply Projects 49
7. Availability of Water Supply 51
8. Investment in Selected Education Projects 52
9. Education Indicators in Province and Division 54
10. Investment in Selected Transport Projects 55
11. The availability of Communication connections..... 56
12. Investment in Selected Health Projects 57
13. Types of Medical Institutions in various Administrative Areas 58
14. Numbers of Small Scale Industries in various Local Government Areas 62
15. Population in Kaduna State 63

ABSTRACT

In attempts to increase agricultural production, both State and Local Government in Kaduna State have provided seeds, fertilizer, and other agricultural inputs, free or at subsidized rates to the communities in Kaduna State. Likewise, extension services were given and the agricultural experts do go periodcially to different farmers to give advice, showing them various techniques to improve their farming methods in order to improve their yields. The both governments have built infrastructures, and have made attempts to control the marketing of the agricultural products as well as providing easy credit facilities to some farmers.

The have also participated in some national rural development programmes such as National Accelerated Food Production Programme, the Procurement and Distribution of Fertilizer Project, Operation Feed the Nation, the Integrated Rural Development, Agricultural Credit Guarantee Scheme, the River Basin Development Authority, the Green Revolution and presently the Directorate for Foods, Roads and Rural Infrastructures, (DFRRI).

All these programmes that have been implemented by the governments have demonstrated their intentions in improving and promoting the socio-economic standards of the rural communities.

This study has dealt with the analysis of how these programmes were planned, implemented, and the impacts of the programmes on the rural population in Kaduna State. It is our belief that this study will throw more lights on the changing roles and positions of the rural communities.

CHAPTER ONE

THE NATURE OF THE STUDY

A. INTRODUCTION

Rural development activities are responses to the exigencies of rural life. Such exigencies are interpreted as ignorance, poverty and disease, and the elimination of such exigencies has been the justification for rural development expenditure.

It is widely accepted that the overall national development in Nigeria is largely concerned with the improving of productivity and efficiency of rural sector. In Nigeria where about 70 per cent of the total population live and work in the rural areas, the rural development is then considered as the most effective way of improving the living standards of the population. It also help in promoting industrial development.

Rural development which depends on massive importation of sophisticated technology is practised by(ADPA), Agricultural Development Planning Authority in all the State of the Federation. The notion is that, increase in agricultural ouput in the rural areas improves their well being. But thus, the agricultural output is declining. The declining in agricultural output is due to some important reasons. The reasons include the neglect of agricultural economy in favour of oil exploration, and the encouragement given to the large mechanized farmers in terms of agricultural loans and credits. The small non-mechanized farmers who produces 70 per cent of our agricultural output are not given the same credit facilities. The lack of infrastructural facilities and the civic amenities in the

rural areas are also contributing to the backwardness of the rural areas in terms of social services and the rural economy which is agriculture.

The backwardness of rural development activities mentioned above is the issue we want to investigate in this study. Further, the problem of urban migration of the youthful rural population deters the rural economy because they are the potential sources of manpower for rural economy. It is pertinent to mention the majority of the federal and State government civil-servants come from the rural areas but they care less in promoting rural development.

B DEFINITION OF CONCEPTS

Development

This is a concept that has a universal appeal irrespective of ideology. There is no conceptual and agreable definition on what it means. It is a value - loeaded and controversial concept. It means multi-dimensional phenomenon. It encompases the social, economic, technological and political life.[1]

In this study, we see development as a continous process of positive change in the quality and span of life of a person or group of persons. In concrete term, the maximum satisfaction of people's basic needs such as clothing, adequate shelter, food, education and unemployment. The indicators of development are as follows:

- ability to feed, cloth and shelter one self resulting from more income earned from one's occupation, and provision of infrastructural facilities like roads, water, electricity, telecommunications and improvement

in other factors of productions.

- ability to live much longer life as a result of provision of health and medical facilities, prevention of diseases through better sanitation and other preventive measures.
- ability to participate meaning full in political activities and policy making at governmental level.[2]

Rural

The common English usage of the word 'rural' means areas primarily devoted to farming and the people are semi-primitive. They lack social amenities as compared to the urban populace. The following are the characteristics of rural areas:-

- a relatively small size and low density of population spread over a large or small geographical area.
- the main occupation of which more than 70% of population is farming at subsistence level.
- low level of per - capital income and general poverty of the population.
- non-availability of modern infrastructures like motorable roads, pipe borne water, electricity, health centre and educational institution.[3]

Rural Development

Rural development policy is a strategy for social and economic development which a country must pursue to improve the well-being of the rural masses. We believe that, it is the integral part of a national development. It could not be looked at as being distfact, but rural development should be seen as a national development. It carried different meaning

to different people.

(a) It means agricultural development with high productivity.

(b) The provision and availability of the so-called modern social amenities such as pipe-borne water, electricity, health facilities and other public allocations.[4]

However, these conceptions are very narrow because rural development means more than provisions of social amenities. Rural development is a process by which the efforts of the people themselves are united with those of government authorities to improve the economic, social and cultural conditions of communities into the life of the nation and enable them to contribute fully to the national progress.[5]

THE STUDY PROBLEMS

Both the State and Local Governments in Kaduna State, are also driving for rural transformation as the federal government embarked on many rural development programmes such as the Farm Settlement Schemes, Integrated Rural Development, Operation Feed the Nation, Green Revolution, Agricultural Credit Scheme and just of recent, the Directorate for Foods, Roads and Rural Infrastructures.[6]

The objectives of these rural development programmes are to create work places and promote high opportunities for gainful employment in the rural areas. Secondly, the rural development programmes are for people's involvement in the processes of the physical development of their environment.

As the study problems, this study focusses attention on the following basic questions.

(i) To what extent have these Rural Development programmes in Nigeria improved the living standard of the rural population?

(ii) How are these programmes truly comprehensive in treating all of the social and economic problems of the rural areas?

The analysis of these rural development programmes between 1977 - 87 has been done by eminent Nigerian scholars, - sociologists, political economists, agricultural economist and other rural development analysts, and they revealed that the programmes have failed to achieve their objectives. Our question then, is why has the programmes failed? From our readings and observations in the field, we conclude that the failure of the programmes is due to our observations below:

(i) The programmes revealed much of disjointed approaches in the formulation and implementation of rural development policies.

Disjointed approach in rural development is where the programmes are designed to achieve specific sector or purpose at a time. Example of disjointed approach is when government embark on specific services such as education, agriculture, health and communication. Each sector is often pursued independent of the other. Little attempt is made to pursue an integrated approach. The integrated rural development is a highly structural and systemic exercise in which all components in the system of development can

be understood as important and appreciated for the parts which they take individually and collectively.

(ii) The rural dwellers are not involved in the formulation and implementation of rural development programmes. This is based on the assumption that the grassroots populace are ignorants of their needs and problems.

(iii) The foreign financial institution such as the World Bank dominates rural development policy formulation and implementation of programmes.

These issues that impede on the rural development policies in Kaduna State have negative impacts on the living standards of the people.

D THE STUDY GOALS

The elaborate goals of this study could then be identified as follows:

i. To examine how the State and the Local Governments in Kaduna State operate the disjointed approaches instead of integrated approaches toward rural development.

ii. To examine and analyse the effects of disjointed approaches, non-involvement of the rural dwellers in the formulation and implementation of rural development policies.

iii. To examine the effects of the dominant influences of foreign financial institutions in the rural development policies.

iv. And to suggest a Blue-Print or proposal for effective rural transformation in Kaduna State.

As stated earlier, the rural development policies embarked upon by the Kaduna State Government have been poorly conceived, planned and extremely difficult to implement. The rural people have ~~already~~ not been consulted or allowed to participate in the planning of the programmes designed for them. Also the programmes were too expensive with the bureaucratic bottle necks, therefore, the rural poors cannot benefit from the programme. As a result of the bureaucratic nature of the programmes, the foreign financial institutions dominated the formulation and implementation of those programmes.

E METHODOLOGY

The methodology adopted are through the library research, questionnaire, interviews and personal observations in the field.

A - Relevant literatures, published and unpublished works and journals related to rural development projects in Kaduna State, Nigeria and industrialised countries were used. This is in addition to general review of the theoretical works on rural development. These involve principally library research work on the subject.

B - Questionnaires were carefully designed to elicit for information from senior members of staff in the Ministry of Agriculture, Department of Local Government, the Directorate for Foods, Roads and Rural Infrastructures and other rural development agencies.

C - Personal observations were made on the activities of various sectors and projects done by the local governments during the field trips. During the field trips, the procedures that those projects take and how those procedures actually affect the target population were assessed.

Other documentary sources consulted are the files from research institutes and the ministries concerned with rural development in Kaduna State, government publications and Annual Reports, Newspapers, Magazines, and Development Plans of the governments in Kaduna State.

F LIMITATIONS OF THE STUDY

The study is limited to the old Kaduna State and attention focussed on the government rural development policies and implementation since 1977 and 1987.

The major obstacle to this research work is the lack of co-operation from the officers in the government ministries and other voluntary agencies during the data collections. The letter of authority both from the School and Office of the Chief Administrative Officer of the State (S.M.G.) do not serve any meaningful purpose. They were not interested in giving information to any researcher outside the government ministries, corporations and parastatals. The Chief Information Officer of Agriculture narrated the ordeals faced by researchers because the civil servants have been warned not to leak any information whatsoever about the government policies to any researcher.

However, where the data was available, the information giving either not adequate or outdated to cover the period in study, 1977 - 1987. The questionnaires, personal observations, many documentary data, published and unpublished materials have really helped in completing this research work.

G USEFULNESS OF THE STUDY

Alot of studies on the rural development programmes centred on the development programme of the Federal Government and not much has been done at the lower levels of the State and Local Government. The usefulness of the study is to help bridge the gap in knowledge between what is already available at national, State and Local Government levels.

The study examined the overall objectives of the rural development policies in Kaduna State, their implementation and then evaluated the entire performances. It is hoped that the feedback analyses on programmes or projects would be a useful tool for the policy-makers and rural development agencies in Kaduna State.

It is also hoped that the knowledge of all the outcomes which this study has provided will give an understanding of the forces that shape the problems of the rural development in Nigeria, which Kaduna State and other State may learn and improve upon their rural development.

FOOT NOTES

1. NKOM, S.A. Rural Development, Popular Participation and Basic Needs. Proceedings of a Seminar held at CSER, A.B.U., Zaria, 1982, pages 1 - 12.

2. S.BOLA ONI AND BELLOE OHIANI, Community Development - The Backbone for Promoting Socio-Economic Growth. Oluseyi Printing Press. Gaskiya Corporation Ltd., Zaria, 1987, pages 12 - 37.

3. Ibid, pages 12 - 37.

4. Op.cit., pages 1 - 12.

5. The definition of the concepts of Developments, Rural and Rural Development are in line with the United Nation's Social and Economic Council (1978). It focusses attention on how to make nation's rural communities better.

   - The identification of urban and rural areas among different geographical areas.
   - Assisting those communities to provide for themselves such amenities as adequate food supply, decent shelter, health facilities, mass education, water supply, electrification, roads and industries so that members of those communities might enjoy what they cannot provide (individually) alone.

6. Federal Republic of Nigeria: THE FOURTH NATIONAL DEVELOPMENT PLANS (1981 - 85), Lagos, Federal Ministry of National Planning, 1981, pp. 29 - 30.

CHAPTER TWO

CONCEPTUAL FRAMEWORK

A. LITERATURE REVIEW

The first category of literature deals with the scholars and researchers views on the theory of modernisation in the development of the rural areas. One of the ideas exhibited by scholars as the causes of backwardness in the rural areas is what Mountjoy calls - "circle of poverty".[1]

This states that the rural areas lack certain socio-economic production such as capital, technology, low buying and saving capacity. This further generates to low rate of capital formation and lack of capital generation to stimulate development.

ILLUSTRATION OF "VICIOUS CIRCLE OF POVERTY" IN RURAL AREAS

(1) Lack of Capital

(5) Low rate Capital formation — (2) Low Productivity

(4) Low buying power power and saving — (3) Low real income

Source: Alan B. Mountjoy - Industrialization and Underdevelopment (London), 1966

For the rural areas to break out of such a circle of poverty, they need capital and technological facilities which will enable them to develop rural areas economically and socially. Another causes of backwardness is the traditional ideas which exist in the society. Mountjoy characterises this as:

> ..... the peasantry (as) a formidable bulwark to progress, especially where agricultural way of life has become intimately interwoven into the

> fabric of society and where changes in agriculture might presage repercussion on social grouping and ways of life.[2]

These traditional ideas which may be religion, political or vices within the traditional society.

Rostow, one of the members of this thought, maintained that the process of economic development experienced in the traditional society, will have to undergo different stages toward modernisation. These stages according to Rostow are the pre-take off, maturity and mass consumption stage. Rostow maintained that the traditional society are poor because a capital and other development facilities are scarce. Such infrastructure for development such as roads, industries, electricity, hospitals and a good education system are not available in the rural areas.[3]

According to the World Bank and the Food and Agricultural Organisation (F.A.O.) expertise reports on strategies to develop rural areas, modernisation of agricultural activities were recommended. Clenn O. Johnson, (F.A.O.) expertise on rural development in Africa, argued that the problems in the rural areas are cuased by non application of fertilizers, tractors and other technological service in the rural areas. Clenn envisaged massive programme of large-scale farming; series of farm service centres; construction of feeder roads; the building of earth dams for water supply; and other large-scale farming facilities. The 'target groups after the appraisal reports of these experts are sometimes defined as the progressive farmers.[4]

Ogunfowora perceived the perceived the present trend in rural development to be declining as a result of non-application of modern ways of agriculture. Ogunfowora writes:

> ..... In recent years, there seems to be a growing theoretical consensus that a combination of increased supply of credit and improved biological and chemincal technologies in a measure which has high potential for increasing farm productivity, income and employment".[5]

There is a wide-spread agreement on the nature of modernisation theory in rural development strategy. They agree that agricultural sector at present is characterised by a very small production units. Techniques of production are not advanced, therefore the productivity is low.

The second category of literature is concerned with the limitation of the modernisation strategy on rural development. There was a report on a specific environment where the modernisation strategy failed when it was applied to rural transformation project.

According to Garvin Williams, during the colonial days, the little surplus that was produced by the peasant farmers in the rural areas was appropriated for the development of the urban areas in Nigeria. This was perfectly done through State agencies like the Marketing Boards as described by Garvin:

> ..... the State (government) induces peasants to concentrate on producing cash crops for expert and then sets itself up as the sole authorised buyer (through the Board). The crops are bought cheaply and sold to foreign firms at much higher prices. The State retains the balance, disposing of it as she sees fit instead of passing to the peasant.[6]

Garvin Willaims went further to argue that in Nigeria, the Marketing Board's revenue was used to fund regional and later State Government activities and party campaigns. No capital investment was undertaken in the rural areas, neither were infrastructures provided. As a result, the rural areas were poor and thus lead to mass movement to the urban centre.[7]

Bjorn Beckman supported Garvin notion and argued further that many reasons responsible for the failure of the modernisation strategy in rural development include mismanagement of funds; equipment in implementation of large-scale projects; and surbodination of peasant production. the failure of impose rationality of advanced irrigation technology on the organisation; labour; and in the appropriation of surplus: Beckman characterised this new order as surbodination of peasant production. Contribution to agrarian change in Nigerian must be seen to generate new form of surbodination and resistance, new contradiction and struggle.[8]

With this review on the limitation of the modernisation notion on rural development strategy, it is therefore the thrust of this study that modernisation is not helpful to the majority of the poor peasants. Most of the poor peasants in the rural areas have difficulties in getting access to large-scale project benefits.

A clear example that exposed the defects of modernisation strategy in solving the problems of the rural dwellers was contained in the Third National Development Plans in Nigeria. The planners assumed that the bottleneck in agriculture rests

with the provision of expert advice and services by the State rather than deprivation of resources and incentives with which farmers can develop agriculture in Nigeria are listed as follows: shortage of qualified - manpower; poor extension services; poor roads and low returns of agricultural products.[9]

The accounts of researchers on what happened to the poor peasants of Bakolori Dam Project shed more light on application of modernisation strategy in rural areas.

In 1975, the contract for the Bakolori Irrigation Project (BIP) was signed, as a part of an effort to develop the agricultural potentials of the Sokoto Rima Basin. The project was designed to provide a dam and capital intensive irrigation facilities for about 24,000 hectares of land. This was a radical shift from familiar agricultural production methods in the area. The project was to affect 60,000 people with the implication that issues of resettlement with minimal disclocation of the social and economic life of the people should be adequately addressed.[10]

On paper, the intent of this project was to better the conditions of the 60,000 peasant farmers and their families. The target 60,000 people were up-rooted from their traditional lands and houses. They were inadequately compensated for their traditional lands and houses. They found out that the lands on which they were resettled were unsuitable for their traditional way of life, and this made them to resist the changing of traditional farming methods for the "radical" ones which were introduced to them. They experienced more hardship under these new farming methods than their traditional

ways of farming which they are use to.

In 1980, as a result of the hardship and dislocations brought upon the target population by the project, the affected peasant farmers became openly violent and took over the dam and other vital installations in and around project areas. The police-men were eventually called upon by the government to keep peace, but during the process many poor peasant farmers were killed.[11]

The consequences of these exploitation tendencies and neglect of the rural areas has been summarised by Dupe Olatunbosun as follows:[12]

(i) the depopulated rural areas cannot produce enough food for consumption in the over-crowded urban centres, neither can they produce cash crops in commercial quantity for our local industries and export.

(ii) the crowded urban centres does not offer the good things of life such as gainful employment, decent accommodation, food and health services to the young men and women. Thus they constitute social problems in the urban centres.

Olatunbosun further observed that the government actually gave priority to the need of urban consumers than the rural populace. The mechanism used to develop rural areas through the modernisation strategy never improve the rural welfare. The model has reduced the rural sector to the marginal role of providing food. The model also conceptualised development as a top down process initiated and sustained foreign experts.[13]

The third category of literature is concerned with the ways for accomplishing rural transformation.

According to Jan Van Apeldoorn, development in the rural areas must largely planned and carried out by the people themeselves. For government plans and actions to be conducive to stimulate and sustain the development process in the rural areas, there is a need to intensify consultation and participation of the people. These consultation and participation must be in the planning and implementation of both the community and government programmes, and such programmes should be of benefit for them.[14]

T.R. Batten summarised the idea of community participation in planning and implementation of government programmes as:

> ..... the main emphasis in rural development has shifted from providing for people's material needs to helping them in relation to what, broadly speaking, one might call psychological.[15]

The needs for the rural dwellers participation in development programmes in their areas may be stated in variety of ways. Batten further explained that this could be achieved through establishment of more rewarding relationship with the rural people by the government. Create effective means of communication channels and choices of wide range of activities most likely to produce the great satisfaction to them.[16]

There is need for easy flow of ideas and information between the people and the government. Institutions which are directly or indirectly deal with the people must be utilized. Familiarity with local institutions which are agents of development such as the local governments and other rural development agencies must be consulted for rural development programmes. These institutions according to Henry Maddick, assist people's participation in their own development. He argues that:

> ....."the power to consult, the power to work out the local relevance of policies and the speed of their implementation is of fundamental importance to the people who have to be brought into a new system of social relations and a new system of economic development".[17]

This issue of modernisation will be one of the thrust or theme in this study. It will be of significant to the research because development of rural areas must be matched with the rural dwellers expectation. The people must be made to participate effectively in formulation and implementation of development strategies. the idea of modernisation in rural transformation which does not involve the people's participation makes people to turn against such policy and the policy makers.

B Related Government Attitudes

The four National Development Plans executed so far in Nigeria, especially the fourth National Plan has proclaimed the prima place of agriculture in the development of rural areas.

The Second Development (1970 - 74) Plan is full of statements relating to rural development. The general intention behind the whole plan is:

> "to build a new society; to establish Nigeria as a united; strong and self-reliant nation; a great and dynamic-economy; just and egalitarian society; a land of bright all full of opportunities for all citizens, and a free and democratic society".[18]

According to the Third Plan (1975 - 80), the objectives of rural development are to:

"increase rural productivity and income, diversify rural economy and generally enhance the quality of life in rural areas. Since agriculture constitutes the predominant form of activity in rural areas, the most important instrument in achieving these objectives are the agricultural programmes of both the federal and the State government."[19]

In the Guidelines for the Fourth National Development Plan (1981 - 85), it was forcefully expressed that:

"agricultural production and processing will continue to enjoy first priority in the allocation of scarce resources, for the reasons that, this is the sector that is likely to contribute most towards the achievement of self reliance. The programme of the sector must be properly conceived as an integrated set of action designed to achieved maximum impact on the production of food and raw materials and the development of the rural areas."[20]

The Integrated Rural Development Programme (1975)

It is a rural development programme which used high degree of technology on agricultural production. The typical example of the integrated approach is the World Bank Projects in Funtua, Sokoto, Gombe and Ayangba. the list of the objectives of this programme include:

> "increase agricultural production with special emphasis on increasing yields of subsistence farmers; to improve the distribution of income and non-material benefits including social security; to improve consumption patterns, particularly in regard to food and nutrition needs of the rural areas".[21]

The dominant trend in these strategies is an instrumental, technocratic one that concentrates on the application of technology packages to the peasants. Also the creation of large-scale units by government agencies to achieve target increases in outputs. There were limitations ranging from loss of self sufficiency and reliance among the peasants who require substantial funding from the State. The poor peasants are producing at high costs through the poor performances of the programme both at Federal and State levels. The relations in production between the peasants and the government is very poor because the government dominates the planning and execution of the projects.

Operation Feed the Nation (1975)

It provides an example of federal initiatives and funding to the farmers through State committees and operation of State Ministries of Agriculture. Two of the stated objectives include:

> "To encourage a Nigerian to grow more food on small and large scale farms; grants of financial subsidies, bank loans and low-cost fertilizers to the rural and urban dwellers alike."[22]

It was designed to promote self reliance through the mobilization of labour and the additional supply of subsidized inputs (fertilizers,

seeds, pesticides, and fishing materials). The campaign was characterised by heavy publicity and exhortation in urban areas through newspapers, radio and television to cultivate backyard gardens and keep poultry.

State Ministries, suddenly confronted with an influx of students struggled to find employment for them on State farms, schools and vegetable gardens. The peasants saw OFN as a government and student affairs. The farmers are not actively involved in the programme. There were limitations in the programme apart from the funds wasted on student wages, the majority of the population were not affected positively in the distribution of fertilizers and other inputs. This was largely a result of poor communication and channels of distribution.

The Green Revolution (1979)

This rural development programme was launched by Shagari Administration in 1979. The objectives of the programme contained in the guideline which stipulated that:

> The development of agriculture as a major step towards rural progress; increase in food sufficiency by engaging young and able bodies of the rural - urban population in agricultural production; to provide food (supply of food) in order to prevent the occurrence of a food crisis and consequent disastrous famine.[23]

It soon became clear that Green Revolution programme was an expensive gimmic to give maximum political visibility to the rulling political party. It also provide protective cover for fertilizer and foreign agricultural inputs in form of

contracts. It only benefitted the middlemen, commission agents, market intermediaries and political loyalists.

The Directorate of Foods, Roads and Rural Infrastructures (1986)

It was set up with the intention of creating infrastructures that would support food production and welfare for rural people. The elaborate objectives of the programmes on the guidelines are as follows:

> "The recognition of the rural resident first and foremost as an individual citizen, entitled, like his urban counterparts to all the good things of life and bring him fully into the stream of social progress; the active representation on the national political scene of rural interests as well as the active involvement of rural people in major political decisions that affect their collective destiny, including decision about types of rural development strategies; provision of infrastructural facilities in all sector; to create institutional mechanisms that will enhance the political awareness and consciousness of rural residents as a basis for enlightened national political choices".[24]

The Federal Military Government proclaimed that the administration of DFRRI was organised in such a way that existing institutions would be utilized at State and Local Government levels. Also from the government proclamation, the programme continued to make significant progress in provision of feeder roads and other farm inputs. By the end of second quarter, a total

of 10,735.1 kilometres of roads started in the first quarter were said to have been completed in different parts of the country. Likewise there were 138 bore-holes and 297 wells completed while 88 pumping machines were installed.

However, many of the projects of the DFRRI were not executed effectively because the local structures were not used and the money given were not used for the programme. The situation subjected the programme to harsh criticism from the public. The president was so concerned that he set up panels to look into DFRRI programmes in most States where execution of the programmes were not satisfactory.[24]

The general conclusion we come to in this literature review and the governmental attitudes in development of rural area is that agriculture has been accorded high priority in the development plans. But, this was just a mere window dressing by the political leaders to get political supports from the rural dwellers. The investments in this programmes were titled to favour urban centres on a small proportion of the rural communities. Small scale industries which are suitable for rural environment were not encouraged. Rural facilities like electricity, water, health, education and other social amenities are limited and low in standard. Schools in the rural areas are poorly staffed because there are no inadequate staff quarters and basic social amenities to enable the staff to stay in the rural areas.

Rural development used to be considered synonymous with agricultural production as prime indicator of rural progress but is a narrow conception of rural transformation. The development

efforts are usually in favour of urban dwellers. As a result of the wide disparities between the urban - rural in the level of income, social services and general welfare, poverty, diseases and aparthy constitutes major problems in the rural areas.

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CHAPTER THREE

HISTORICAL BACKGROUND, STRUCTURE(S) AND CONTENT(S) OF RURAL DEVELOPMENT POLICIES

A. Brief Historical Background:

In this research, Kaduna State covers the old Kaduna and the old Katsina States and the duration of the study is from 1977 - 1987. The extent of development in the State can be seen and viewed from the social, political and economic activities in the State.

The main ethnic groups in the State are Hausas, Fulanis, Gbaggis, Kagoros, Kajes, Jebas, Katafs and Kadaras. Formerly, the State had fourteen Local Governments but when Katsina State has been created, the local government areas have been reduced to seven local government areas.

The new Local Governments are Birni Gwari, Ikara, Jema'a, Kachia, Kaduna, Saminaka and Zaria.

Economically, the State is one of the most industrialised State in the North, Kaduna, Zaria and other towns in the State have witnessed a measure of industrial development. The State has mineral resources such as Uranism, building stones, columbite, Iron ore and other but they are yet to be fully exploited.

The State has been blessed with good agricultural land and it is producing cash crops like cotton, groundnuts, ginger, jutal, kenaf, maize, sorghum and millet. All these resources can be fully harnessed by the State on its rural development programmes.

B. Kaduna State Rural Development Policies Objectives:

The major area activities on rural development by the Kaduna State as like all other governments in the Federation is the development of its agricultural sector. The reason for the government concern is rooted in the difficulties governments in the country to provide sufficient food for the mass population and the provision of raw materials for the development of industries in the country.

In the Second Development Plans, (1970 - 74), the government emphasise on the development of the rural areas. The statements below testify to that:

> To ensure with all the means at its disposal, the greatest possible increase in the well-being and happiness of all the people in the State, in the shortest possible time; the development of the state wealth of resources to enable all to obtain an ever increasing variety of commodities. Also to provide a firm economic foundation to support the expensive social- services, particularly education and health services.[1]

In the same commitment to rural development, the Third Development Plans (1975 - 80) stated some objectives that have direct bearing on rural transformation which are as follows:

- To increase development expenditure on projects which directly contribute to the increase of production through a more efficient and better use of available natural resources and manpower; to undertake infrastructural, programmes and projects which would provide the most needed services to the masses;

- To establish necessary institutions which would enable the government to gear its activities energetically and efficiently towards the achievements of the third plans.[2]

Some of the stated policy objectives and programmes indicated in the third plans had been incorporated in the fourth and recent development plans. Since 1977, efforts have been intensified on rural development programmes. Such efforts include integrated rural development project in Funtua. this integrated rural development projects were later extended into other areas in the State.

C. The Funtua Agricultural Development Project (1975):

Brief Comment

The Funtua Agricultural Development Project (FADP), covered an area of about 759,466 hectares and has sixty five (65) percent of its area cropped by eighty six thousand (86,000) farming families.

The farmers mostly engage themselves in the cultivation of millet, sorghum, maize, rice, yams, sweet potatoes and vegetables as food crops, and cotton, groundnuts and chilles as cash crops.

There are three groups of farmers in the project area, viz: the small scale farmers, mixed farmers and large scale farmers. Their representation are 87, 9, and 4 percents.

The project provide some farming inputs to the farmers through the seventy one (71) Farm Service Centres (F.S.C.), located in different parts of Funtua Project areas. The most

important of the farm inputs is the inorganic fertilizers, primarily in form of Nitrogen phosphorous, pottassium and calsium Amonium Nitrate.

Since majority of the farmers in the project area have no formal education, the Extension Workers take the pain to educate the farmers on the adoption of new technology.

Objectives of the Project:

The objectives of the project are summarised in the guidelines of the programme as follows:

> The improvement of the quality of the rural areas; in the short run to improve agriculture and agro-industry which will provide more employment opportunities and raise the incomes, and thus the standard of living of the rapid growing population; the concentration of support services to areas of reasonable potential and dense farm population; introduction of more effective approach to rural development; the core of the strategy will be an emphasis on new technology, supported by infrastructure and intensive management.[3]

The stated means to achieve the broad objectives of the project include:

- Construction of administrative centre in Funtua, 5 Development Centres (in each District and 77 Farm Service Centres in the area; construction of about 1500 km of low-cost agricultural extension roads, 85 earth dams, 160 ponds and associated soil conservation structures.

- The establishment of an evaluation unit to evaluate projects.[4]

Empirical Evidences on Performances of Funtua Agricultural Development Projects

The Funtua Agricultural Development Projects failed to achieve its objectives like other World Bank projects in Nigeria, because of mismanagement of funds provided by the Federal, State and the Foreign agencies on the project.

The planned expenditure of the project was ₦36 millions over the 1975-80 investment period. The World Bank loan was 51 percent of this amount and Kaduna State provided 45 percent while Federal Government contributed the rest. Between 1975-77 inputs with ₦588 millions was given to the farmers as loan. In 1977 alone the same agricultural inputs worth over ₦1 million was reported to have been supplied to the progressive farmers.

There was lack of co-ordination between the projects, staff and the farmers. Contrary to some expectations, information provided by the monitoring and evaluation units attached to each project had little or no effects on the policies of the project. The evaluation units lacked a well defined accepted role in relation to the management of the project.

The distribution of the benefits of the project showed a lack of sensitivity to the needs and problems of the poor farmers. Only the large-scale farmers or the progressive farmers were accorded great priorities in all project activities. The Kaduna State Government in 1980 insisted on having direct and financial responsibility for the management of the project in the State.[5]

In view of the evidences we gathered on the activities of the project, it is my humble belief that Funtua Project was a betrayal of the integrated rural development strategy.

D. The Directorate for Foods, Roads and Rural Infrastructures (1986) Performances in the State

The objectives of the State Directorate are the same with National level. To provide adequate solutions to the problems of the rural population. Also to encourage the rural population to participate fully in carrying out development projects and programmes successfully.

At the period of investigation by the researcher on the activities of the directorate in the State, the following projects has been slated for construction of roads, water and electricity:

- Feeder Roads: Bassawa - Samaru Roads, Katsina - Riko Road; Baure - Yanmalu Road and Baro - Bindawa - Charanchi Roads;
- Water Scheme: Ikara with ₦16.65 capital outlay; Dallaje - Ingawa; Malumfashi and Kankara with Capital outlay of ₦800,000 for reactivation. Electricity (Rural Electrification): Yargoje, Kankara, Kongolom, Rimi, Mai'Aduwa and Mashi ₦2.78 million capital outlay in 1986 provided for various communities for the schemes in the State.[6]

In order to achieve these objectives various units has been created and also the old units were reactivated.

The State Officers were appointed and advised to exhibit the highest sense of integrity and commitment in their duties.

They were to ensure the success of the State's integrated rural development programme.

It is also expected that Local Government Councils would have articulated programmes of action and budget toward rural transformation in provision of feeder roads, water and electricity. Again, the need to appoint men of proven ability and high integrity to manage the affairs of each Local Government Council.

Emphasis was also made on co-ordination of efforts between the ministries, parastatal, corporation, and other development agencies on rural transformation planning processes. The ministries, parastatals, corporations and other development agencies were charged with responsibility to co-ordinate rural development together. The Commissioners, Divisional Engineers and the Local Government were actively involved in planning and the implementation of development programmes. They collect data and information on the needs of the communities and they seek the opinions of the community leaders as well.[7]

Assessment of the Performances of the Directorate in the State

From the personal observation and enquiries on the progress of the programmes of the directorate, we found out that there are many difficulties crippled the implementation of projects.

The mobilization strategies adopted were inadequate. There was no enough coverage to mobilise the people to participate in the programme. Furthermore, the infrastructural facilities such as feeder roads, water, health, electricity, housing and other socio-economic inputs not available in the rural areas.

Where the directorate provided these amenities, they were of poor or low standard compared to those available in the urban areas.

Our survey, also revealed that political influences among the local rulling elites in the villages and urban areas dictate the operation of the directorate and this reflected in the implementation of programmes.

E. Implementation of Rural Development Policies by the Local Governments

In Kaduna State, Local Governments play a dual role in assisting both governments in planning development programmes and the communities in articulating their needs. The working together of the government and the communities make it easier for the communities to set their priorities for the government attention.

The local government special role in implementation of rural development programmes in the State include:

> Financing total or in part for local projects; co-ordination of plan programmes among communities and between local government areas; setting annual priorities for construction projects; publicizing the plan and its objectives and phasing; and undertaking construction projects; provide infrastructural facilities, either with local government's direct labour or by contract.[8]

Those functions relate both to the local government's plan and to overall government plan. A very important element in local government's plan implementation programmes is the

process of securing close co-operation from all citizens and groups in each community. This is in order to direct community development projects in accordance with planned objectives so that separate community sponsored projects are correlated with local government and the national government programmes.

The performances in implementation of local government programmes has generally been poor in the State within the period of this study.

Reasons advanced for the poor performances have been the same in many local government areas in the federation. The inflow of funds and locally generated revenue not regular and not sufficient to implement rural development. This situation continued to be worsened by 1977 up to date. The situation continued to be worsened because local government resources revenue like motor bicycle licencing, liquor, property rates and others have been taken over by the State Government pronouncement

The monthly grants added to locally collected revenue have hardly been sufficient for their recurrent needs. Some of the local governments have to result to bank loan to enable them pay salaries of teachers and other recurrent expenditures. In some cases, these loans have been refused by the banks due to lack of ability to repay back the loan if granted on time. Some others have resulted to retrenching of teachers when funds are not available. They pointed out that their first obligation is to pay salaries and other minor expenses. If they are unable to do that, then they should not be expected to execute any rural development projects.[10]

A clear example is that since the inception of 4th Development Plans, some of these local governments in Kaduna State have not executed any project. they very few projects executed by Kaduna, Birnin-Gwari, Jema'a and Kachia were accomplished through community efforts.

F. Constraints to Rural Development Policies Performances

In our efforts to obtain facts on the rural development policies performances, we explored all available evidences on the rural programmes and projects in Kaduna State. The observation revealed that the planning for integrated rural development has not being matched with facts on rural basic needs.

Basically, the planning only see the rural population as producers of foods and other rural activities to meet the needs of their urban counterparts. The benefits of the rural development programmes continued to be reaped by beneficiaries such as the middlemen, commission agents and other market intermediaries. There is no major efforts in ameliorating the conditions of the rural-urban poors but they are left behind in development processes and planning. This rural-urban welfare disparities has resulted in massive rural-urban migration.[11]

Example of rural-urban disparaties could be seen in the distribution of socio-economic infrastructures in the State. while Malumfashi and Funtua local government areas were served by the Funtua Agricultural Development Project, the remaining local government areas managed a small number of agro-service centres. Roads to many of these centres are seasonal thereby making it difficult for farmers to obtain fertilizers and

other farm inputs during the raining season.

Observation on health facilities showed that they were in short supply outside the large urban centres in the State. We noted that, this is a contributory factor in the low output from the rural sector. The poor rural dwellers suffer from delibitating parastic infections which cause permanent damage and premature deaths.

Educational facilities also posed a barrier to rural dweller problems. They are of low standard and not even available at all in many areas. We gathered further that, absence of manpower planning was a common bottleneck in the implementation of projects.

Finally, we gathered that there is no organisational arrangements with the government ministries and other rural development agents to initiate, plan and co-ordinate rural development programmes. Staff shortage and unskilled staff posed alot of problems in the plan and co-ordination of rural development projects. Several projects could not take-off adequately in time due to shortage of trained personnel of rural development.[12]

In conclusion of this chapter, the following themes which are the high thrust of this study have been critically examined. Rural development policies and implementation with references to past development plans. Funtua Agricultural Development Project and the Directorate for Foods, Roads and Rural Infrastructures. We have also examined critically, the implementation of rural development policies by the Local Governments in the State.

And the general constraints in implementation of rural development policies by the government. All these themes of the study have a direct bearing on the goverment rural development policies in the State.

The next chapter will focus more on the Kaduna State Government pronouncements on rural transformation and efforts of the various development agencies in achieving their objectives.

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3. KADUNA STATE, Planning for Rural Development; The Funtua Agricultural Development Projects (F.A.D.P.) Progress Report 1975 - 80, pp. 41-45.
4. Ibid. pp.4 - 45
5. Personal Interview with the Chief Information Officer of Agriculture in Kaduna State, February, 1989.
6. The Information collected from the State Office of the Directorate Kaduna on February/March, 1989.
7. Personal observation by the researchers on activities of Ministries, Parastatals, Corporations and on other rural Development Agencies in the State.
8. As it was in the Local Government Reforms in Nigeria: See Local Government Reform in Nigeria edited by Suleiman Kumo and A.Y. Aliyu. Institute of Administration, Ahmadu Bello University, Zaria, 1980, p. 1 - 16.
9. KADUNA STATE, Fourth Development Programmes (1981-85); First Three Years Progress Reports. Ministry of Economic Development, Economic Planning Division, (1981) Kaduna, pp. 7-1?

10. Researcher Personal interraction and interview with Local Government Secretaries and other top functionaries in Kaduna State February - April, 1989.

11. G.O.I. ABALU, Economic Survey of Kaduna State Agriculture. Ministry of Economic Development, Kaduna State. August, 1979 pp.4 - 30.

12. Acute shortage of manpower or qualified rural development staff at the federal, State and Local Government levels continued to generate in varying degrees. See Habibu A. Sanni, Management of Human and Material Resources at the Local Level: The Nigeria Experience in Local Government Reform in Nigeria (eds) Suleiman Kumo and A.Y. Aliyu, Op. Cit. pp. 102 - 122.

CHAPTER FOUR

EVALUATION OF PERFORMANCE(S)

In this chapter the existing realities in the government rural development policies in the State were observed Questionnaire and Interview methods were used to assess the extent to which the government are committed to rural transformation programmes. Infor ation were collected on the opinions of the senior members of staff in the Ministry of Agriculture, Ministry of Health, Department of Local Governments, Local Government Authorities, Ministry of Educat' The Directorate for Foods, Roads and Rural Infrastructures, and othe rural development agencies in the State.

The researcher conducted personal observation on the activities of various government and other development agencies sectors. During the observation procedures that these projects and programmes undertake and how the procedures actually affect the target rural population were observed. In repeated process, the researcher compared the government rural development policies to the levels of satisfaction of the rural population.

Evaluation of Government Ministries, Corporations, Parastatals, Departments and other Voluntary Rural Development Agencies

The reseacher also conducted periodic surveys of major governmer rural development departments. Several questions were included to questionnaire format pertaining to rural development policies and programming during the period of study. The researcher carefully presented the progress (or lack thereof) in the policies or programme of the government and other agencies during the research process. Table 1, represent the opinions of the civil servants on the rational for establishing their ministries, parastatals, corparations and organisations.

QUESTION (1)

What, in your opinion are the rationals for establishing this Ministry/Organisation?

TABLE 1

REASONS	RESPONDENTS (+)	(-)
(1) For the development of the country/state	20	-
(2) To ensure rapid development of the local community and successful implementation, of project		
(3) To stimulate Local Involvement		
(4) To ensure better provision of facilities in the local communities	20	-
(5) Financial reasons - the government has more money and materials than the rural population or individuals	20	-
(6) To supply qualified personnel/expertise/ technical know how	20	-

Source: Fieldwork: Information Self-computed from the Questionnaires and Interview.

Remarks (+) = YES
(-) = NO

Table 1, shows the number of respondents which is 20 from 20 questionnaires format on rural development policies. This suggest that the respondents, all top officials of government

ministries, parastatals, corporation and others agreed 100 per cent on the reasons provided in the questionnaire format. The (-) column which denote No or Zero is evidence that the bureaucrats never go beyond the - reasons provided and the government announced policies and programmes ins the development plans or budgets.

The consequences arising from these results responses was that alternative measures have been sought to realize the essence of the research, which is objectivity. We gathered some reasons why the bureaucrats have the same opinions on reasons for the rural development programmes. The reasons given most were that these questions would have negative impacts on them because the regulation was that, no officials is allowed to leak any government secret. Many of them could not even give reasons.

In column (1 - 6) in the table, indicates - various aspects of methods or strategies which the government could adopt toward its rural transformation efforts. From these results, it was evident that there is no initiatives without strict observation or guidelines on formulation of development policies by the ministries, parastatals, corporations, departments in the State.[1]

QUESTION (2)

Do you have anybodies, or persons responsible for Rural Development Policy Implementation? If Yes, What are the processes involved in such policy Implementation?

It was previously shown in this section that all the government ministries, parastatals, corporations and other rural development agencies do not go beyong announced policy or project in the development plans. In the actual implementation of these policies or programmes, the Kaduna State set-up - Plan Implementation Committee's on all projects have direct bearing on the rural development.

The Plan - Implementation Committee's tour selected rural development projects from time to time as to monitor the implementation of such projects. It reports its findings to the Executive Councils from time to time and its recommendations are invariably implemented. It also gives advice to executing agencies such as The Directorate Foods, Roads and Rural Infrastructures, World Bank, and others on various aspects of plan implementation.

We gathered that the committee short comings ranged from lack of contract documents, consultancy agreements, project data sheets and other vital documents that would easily assist it in its assignment. Some ministries that have direct bearing on rural development also established Ministerial Plan - Implementation Committees. These Ministries include, Agriculture, Water, Electricity, Education and others.

The most unsatisfactory aspect of the Plan Implementation on rural development are manpower shortage, lack of pre-feasibility and feasibility studies, lack of implementation schedule, constant changes of scope and costs of projects, and poor Construction Works. These aspects will be further proved empirically in this chapter.

B. Evaluation of Effects of Rural Development Policies on Rural Dwellers; Based on Level of Satisfaction:

The rural population dissatisfied with government pronouncements on availability of Socio-economic infrastructures in the rural areas. The government announced programmes and provisions include electricity, water, education, health, roads, credit facilities, recreational, communication and so many others.

The rural communities require input-programmes that would significantly raise and stabilise their incomes. Further, there is need for dignity, self-respect, belongingness, social recognition and participation.[2]

Assessing the Government Investments (Outlays) on Socio-Economic Infrastructures:

TABLE 2

Investment in Selected Agricultural Projects

PROJECTS	Allocations 1981 - 85(₦m)	% Achieved Financial	Physical
1. Kaduna State Integrated Rural Development	5.471	2.3	-
2. Purchase of Grains	1.858	1.4	1
3. Tagora Dam Irrigation Project	-	-	-
4. Agricultural Promotion Development	1.681	26.6	38.4
5. Tractor Loan to Co-operative Societies	2.84	46.9	-

Source: Progress Reports; Fourth Development Programmes, (1981-85), Kaduna, p.7-13.

In Table 2, the project in column 1, is an Integrated Agricultural Development Programme in Funtua and Malumfashi-Division I areas. During the period under review, a sum of ₦5.471 millions has been allocated to the project. Activities carried out in the project include among others, production of crops, purchase of fertilizers and distribution. The financial achievement is given as 2.3 while physical achievement is Nil (Zero).

Column 2 is the purchase of Grain. The project aims at buying grains which would be used in times of adversity or in maintaining stable food prices throughout the year. To this end, a sum of ₦1.858 millions has been allocated to the project during the plan period. The financial achievement of the project is 1.4 and physical achievement is 1. In column 4, there is no any financial allocation during the plan period.

In column 4, the Agricultural Promotion Development received a total of ₦1.681 millions financial allocation. At present the company has three farms in operations in the State. Within the year under review, the financial achievement is 26.6 while the physical achievement is 38.4. the tractor loan to Co-operative Societies in Column 5 is aim at purch using of tractors and supporting service equipment for hiring to farmers at subsidized rates. A sum of ₦2.84 million has been allocated to the project during the year under review. The financial achievement is given as 46.9 and the physical achievement in Nil (Zero).

Based on the analysis from the table above, there is no significant physical achievement in the projects. This is considered as unfavourable expenditures on rural development projects. The projects were not oriented towards the small-scale farmers. For example, Tractor Loan and Hiring Unit projects only focussed on procurements of machinery and equipments and not on number of farmers, acreage and crops to be covered.[3]

TABLE 3

Investment in Selected Electricity Project

PROJECTS	Allocations 1981-85 (₦M)	Comments
1. Mashi Town Distribution	340,000.00	Work Completed
2. Kwoi-Town Electrification	471,000.00	Work in Progress
3. Mai-Aduwa Town	267,011.50	Work Completed
4. Katabu Distribution	80,235.05	Work in Progress
5. Zonkwa Transmission	374,430.00	Work Completed
6. Rimi Town Distribution	262,963.20	Work in Progress
7. Giwa Town Distribution	267,011.50	Work Completed
8. Kankara Town Distribution	500,000.00	Work Completed

Source: Progress Reports Rural Electrification Board, Kaduna. p.42.

The aim of the Rural Electrification Project is to provide electricity to the divisional/headquarters and some towns by either isolated diesel generators or by direct supply from the National Gride line.[4] Within the period in review, financial allocations has been given on different projects.

In Table 3, Column 1, Mashi-Town Distribution received

financial outlays of ₦340,000.00. Others, Kwoi Town Distribution ₦471,000.00 millions; Katabu Distribution ₦80,235.05 millions; Zonkwa Transmission ₦374,430.00 millions; Rimi Town Distribution ₦267,011.50 millions; and Kankara Town Distribution received financial outlay of ₦500,000.00 millions.

Works have completed in Machi, Mai-Aduwa, Zonkwa, Giwa and Kankara Towns. Works are in progress during the review period at Kwoi, Rimi and Katabu. The information we got in the Ministry of Economic Development about the present stage of electrification is further presented in the Table below.

TABLE 4

Availability of Electricity

Local Government Settlement	Electricity Available Now	Planned Electrification Up-to 1980
Birnin Gwari	+	
Daura	-	+
Dutsin-Ma	-	+
Funtua	+	
Ikara	+	
Jama'a	-	+
Kachia	-	+
Katsina	+	-
Mani	+	+
Malumfashi	+	
Saminaka	-	+
Zaria	+	
Kaduna	+	

Source: Self computed from list supplied by Ministry of Economic Development, Kaduna.

Remark: + = (Yes)

\- = (No)

Table 4 shows that towns like Birnin-Gwari, Funtua, Ikara, Katsina, Malumfashi, Zaria and Kaduna have benefited from electricity. At the period of investigation, projects in other areas such as Daura, Dutsin-Ma, Jama'a, Kachia, Mani and Saminaka, projects are in progress and final stage ready for commissions.[5]

Despite these reports on availability of electricity, some rural areas are yet to benefit from such scheme. The communities were asked to contribute money towards such projects which they could not provide. For example, a total amount of ₦33,000 was demanded by the Rural Electrification Board from Bomo Community. The poor farmers residing in this community could not pay this amount, and the project could not take-off.[6]

TABLE 5

Investment in Selected Water Supply Projects

PROJECTS	Allocations 1981-85(₦m)	% Achieved Financial	Physical
1. Kaduna Water Supply	75.500	18.5	35
2. Funtua Water Supply Extention	2.125	30	33
3. Kafanchan Water Supply Scheme	4.022	21	15
4. Zaria Water Supply Extension	0.540	365	72
5. Saminaka Water Supply Scheme	4,300	51	85
6. Kachia Water Supply Extension	40.575	7.7	7
7. Malumfashi Water Supply Scheme	5.100	157.5	96
8. Zonkwa Water Supply Scheme	9.125	13.2	13

Source: Progress Reports, Fourth Development Programmes (1981-85), Kaduna State. p.86.

Table 5 shows the State Government Investment on water resources in the State during the 1981 - 83 plan period. In

column 1 - 8, the Funtua Water Supply Extension allocated a sum of ₦2.125 millions; Kafanchan Water Supply Scheme ₦4.022 millions; Kaduna Water Supply Extension - ₦75.500; Zaria Water Supply Extension ₦40.575 millions; Malumfashi Water Supply Scheme - ₦9.125 millions.

The financial and physical achievements are given as follows, in decending order: - 18.5 - 33; 30 - 33; 21 - 15; 365-72; 51-85; 7.7-7; 157.5 - 96; 13.2-13 respectively.

Observation from the table, show that success in physical achievements has been recorded in column 4, 5 and 7. Other available evidences revealed that these physical achievements were mainly at the preliminary stages or activities.

In our questionnaire to the local governments and list obtained from the Ministry of Economic Development, we have got the following answers on the question about water conditions in the settlements of the local government below. From the tabulation, (+) and (-) remarks refers to favourable and unfavourabl water conditions in the areas.

TABLE 6

Availability of Water Supply

LOCAL GOVERNMENT AREA	Potable Water Available		Water for other uses Available		General Assessment of Water Supply	
	In Wet Season	In Dry Season	In Wet Season	In Dry Season	Good	Bad
Birnin Gwari	+	+	+	+	+	.
Dutsin-Ma						
Funtua	+	+	+	+	+	.
Ikara	+	-	+	-	.	-
Jama'a	-	-	+	+	+	.
Kachia	+	-	+	-	.	-
Kankia	+	-	+	-	.	-
Katsina	+	+	+	+	+	.
Mani	+	-	-	+	.	-
Malumfashi	+	-	+	-	.	-
Saminaka	+	+	+	+	+	.
Zaria	+	+	+	-	+	.
Daura	+	+	-	-	.	-
Kaduna	+	+	+	+	+	.

Source: Self-computed from lists supplied by the Ministry of Economic Development, Kaduna and Questionnaire from the Local Government Areas.

Remarks: + = Yes
- = No

Table 6 shows that in Wet Season all the Local Government Areas benefitting from water supply but slight decrease in dry season. The conditions of the water supply, also suggest that Ikara, Kachia, Kankia, Katsina, Mani, Malumfashi and Daura have a slight unfavourable condition in term of general assessment of water supply in the State.

The efforts of the Directorate for Foods, Roads, and Rural Infrastructures are yet to yield positive results in many communities. Some rural communities have been cut-off from benefitting on the water supply scheme provided by the DFRRI. We gathered furthermore that political influences determine which communities benefits and not to benefit from the water supply scheme.[7]

TABLE 7

Investment in Selected Education Projects

PROJECTS	Allocation 1981-85(₦m)	% Achieved Financial	Physical
1. Primary Education	-	-	-
2. Expansion of 23 Secondary Schools	3.712	712	20
3. Completions of Spill-Over Projects	1.500	111.46	35
4. Vocational Training Centres	6.000	-	-
5. Technical College Zaria and Funtua	6.000	-	-
6. Scholarship Scheme	9.000	45	-
7. Expansion of Boarding Schools	8.6888	57.23	50
8. Expansion of Adult and Non-Formal Education	0.842	60	-

Source: Progress Reports, Fourth Development Programmes (1981-85) Kaduna State. p.60.

The State Government announced that top priority has been given to educational programmes in the State. As of now, financial allocation has risen considerably on educational projects.

Table 7 shows, financial allocations in selected educational projects in the State. Allocations - column 1 - 8; Primary Education received no financial allocation during the review period. Expansion of 23 secondary school - ₦3.712 millions; Completion of Spill-over Projects - ₦1.599 millions; Vocational Training Centres - ₦6.000 millions; Technical Colleges Zaria and Funtua - ₦6.000 millions; Schalorship Scheme - ₦9.000 millions; Expansion of Boarding Schools - ₦8.688 millions; Expansion of Adult Educations and Non-Formal Education - ₦4.000 millions.

Financial and physical achievements: Column 1 - 8: - Nil. (Primary Education); 75.13 - 20 (Expansion of 23 Secondary Schools); 111.46 - 35 (completion of spill-over projects); Nil. (Vocational Training Centres); Nil. (Technical College Zaria and Funtua); 45 - Nil. (Scholarship Scheme); 57.23-50 (Expansion of Boarding Schools); 60 - Nil. (Expansion of Adult and Non-Formal Education.

It is evident from the above selected projects that there is a decrease in the physical achievements in educational projects.

Our findings also indicate that there is inadequate equipments for the 6-3, 3-4 system, the new education policy. Furtheremore, there is no concentrate efforts to evaluate their impacts, strengths and weaknesses till this present time. In Table 8 below, shows the education indicators in province and divisions in the State. The population of pupil enrolments has been

increased in all the Local Government Areas and unless government provide adequate equipments, the new education policy will be unable to achieve its objective in raising the standard of level of the rural population.[8]

TABLE 8

Education Indicators in Province and Divisions

Provinces	Schools	Classes	Teachers	Pupils
Katsina	272	1,431	1,677	52,410
Zaria	333	1,995	2,243	75,101
Kaduna	43	801	949	30,962
Admin. Areas				
Birnin Gwari	7		43	1,201
Daura	34		172	6,640
Dutsin-Ma	69		399	12,082
Funtua	74		474	15,180
Jama'a	77		548	17,400
Kachia	115		740	25,597
Kaduna	43		949	30.962
Zaria	111		780	26,889
Saminaka	25		132	4,014
Katsina	95		632	18,508
Total	650		4,869	158,473

Source: Statistical Year Book, 1975. p.184.

TABLE 9

Investment in Selected Transport Projects

PROJECTS	Allocations 1981-85 (₦m)	% Achieved Financial	Physical
1. Public Bus Services	-	-	-
2. Zaria Urban Roads Improvements	3.200	99.8	100
3. Completion of Motor Roads	5.500	41.7	45
4. Survey Design	7.000	25.7	60
5. Hunkuyi-Malumfash Roads	14.000	49.8	53
6. Improvements of Trunk "B" Roads	1.000	1	0
7. Kudaru-Takalafiya Road	3.700	-	-
8. Purchase of Plants and Equipments	10.600	59.2	75

Source: Progress Reports Fourth Development Programmes (1981-85) Kaduna State. p.52.

Transport system has to support the growth and Development of Agriculture, industry and commerce by enabling the easy mobility of people and goods from the rural to urban areas. The State Governments, in the past and current plan have allocated funds for various transport projects in the State.

Table 9, shows the government financial allocations, financial and physical achievements of selected transport projects.

Allocations: In columns 1 - 8 in the Table; the Public Bus Service does not received any financial allocation; Zaria Urban Roads Improvement - ₦3.200 millions; Completion of Motor Roads - ₦5.500 millions; Survey design - ₦7.000 millions, Hunkuyi - Malumfashi Roads - ₦14.000 millions; Improvement of Trunk "B" Roads - ₦1.000 millions; Kudaru - Takalafiya

Roads - ₦3.700 millions; Purchase of Plants Equipments - ₦10.600 millions.

Financial and physical achievements: In column 1 - 8 on the table; in descending order, Nil (Zero) in public bus service; 99.8 - 100; 41.7 - 45; 25.7 - 60; 49.8 - 53; 1 - Nil (Zero) in Kudaru-Takalafiya Roads; and 59.2 - 75 in the purchase of plants and equipments.

The statistics given from the table shows that there are considerable physical achievements but further investigation revealed that most of the roads are not properly contructed to ease difficulties in traffic movements in the rural areas. We also collected more information on availability of communication connections in different local governments areas in the State. This is presented below:

TABLE 10

The Availability of Communication Connections

LOCAL GOVERNMENT AREAS	ALL WEATHER ROADS	CONNECTED WITH
Birnin Gwari	Yes	Funtua, Kaduna
Daura	Yes	Katsina
Dutsin-Ma	Yes	Katsina, Kankia
Funtua	Yes	Malumfashi,Zaria,Saminaka
Ikara	-	-
Jama'a	Yes	Kafanchan
Kachia	Yes	Kaduna, Kafanchan
Kankia	Yes	Mani, Katsina,Dutsin-Ma
Mani	Yes	Daura, Katsina, Dutsin-ma
Malumfashi	Yes	Funtua
Saminaka	Yes	Kaduna, Kafanchan
Zaria	Yes	Funtua, Kaduna,Saminaka
Kaduna	Yes	Zaria,B/Gwari,Saminaka,Kachi

Source: Self computed from list supplied by the Ministry Economic Development Kaduna, and questionnaire results in the Local Government Areas.

Our investigation further indicate that the feeder roads recently constructed by the Directorate for Foods, Roads and Rural Infrastructures have not ease traffic flows in the rural areas. There are no tangible improvements in the construction patterns and constructed roads always eroded by rain during the rainy season.

TABLE 11

Investment in Selected Health Projects

PROJECTS	Allocations 1981-85(₦m)	% Achieved Financial	Physical
1. Improvement of General Hospital Kafanchan	0.150	61.23	86
2. Rural Hospital Development	12.750	24.22	50
3. Completion of New General Hospital Kaduna	1.500	23.64	36
4. Expansion of Opthalmic Service	0.335	34	55
5. Institutional Staff Quarters	0.500	87.4	95

Source: Progress Reports, Fourth Development Programmes (1981-85), Kaduna State. p.69-70.

Table 11 shows a slight improvement on the physical achievement over the financial achievement on the selected projects. Physical achievements, for example in Improvement of General Hospital Kafanchan; 86 - financial achievement of 61.23 shows that the project was perfectly implemented. This could also be seen in column 2 - 3; 50-24.22; 36-23.64; 55-34; 95-87.4. These physical achievements has been a result of government commitment to pursue adequate provision of good health in curative and preventive areas to satisfy the expectations

of the people. The government has also intensified its campaign on availability of health for all programmes in the next few years.[9]

TABLE 12

Types of Medical Institutions in Various Administrative Areas

Administrative	General Hospital	Health Centre/ R.H.C.	Dispensary	Clinic	Maternity/ MCHC	Disp. and MCHC	Others	Tot
Kaduna GT	4	1	10	8	4	2	4	31
Kachia	1	1	16	29	1	2	-	50
Kankia	-	1	-	-	-	-	-	1
Ikara	-	-	13	4	3	-	-	20
Dutsin-Ma	-	1	2	-	-	-	-	3
Jama'a	1	-	14	15	1	-	-	31
Malumfashi	1	-	1	14	-	-	-	16
Birnin-Gwari	1	1	2	11	-	-	-	15
Katsina Town	1	1	22	7	-	-	-	11
Saminaka	-	-	15	24	1	-	-	40
Mani	-	-	4	-	-	-	-	4
Funtua	1	1	10	37	-	1	-	50
Zaria Town	2	1	10	19	1	-	-	33
Daura	1	1	6	16	-	5	-	29

Source: Statistical Year Book 1975, p.161.

However, the true situation in the rural areas indicates that health facilities are not sufficient to improve the deteriorating health conditions of the rural population in the State. Unless, the government take adequate channels in distribution of certain facilities, for example drugs and equipments, only few people will benefit in the programmes in rural areas.

The rural dwellers identified two agents of socio-economic agents in their areas. These two agents are the local government

and the extension workers from the Ministry of Agriculture. Two questions related to their activities in the rural areas are as follows:

QUESTION 5:

Do you think your Local Government/Council is doing enough for your area or village in providing socio-economic facilities?

The majority of the rural dwellers disagreed with any positive roles performed by the local government in the State. Their grievances were that the local governments always complain of insufficient of funds to assist development programmes in the rural areas.

As a result of financial predicaments of the local governments, they implored the communities to execute their programmes through self-help. For example, Bomo Community expressed its hostile relationship with the local government in Zaria over the years. One successful farmer in the village, reported that he financed nearly all development programmes in the village. He pointed to various development programmes he financed ranging from road construction, culverts and building of class-rooms in the village.[10]

The communities also complained that the local government refuse to channel their complains to other agents such as the Directorate For Foods, Roads and Rural Infrastructures.

The local governments are agents of socio-economic changes quickly recognised by the rural dwellers. But the activities of the local governments in performing their roles - towards the improvements of socio-economic conditions of the rural

population have not been materialised positively.[11]

QUESTION 6:

Do you know any officer from the Ministry of Agriculture?

If Yes, What has he/she done for you?

The majority of the rural dwellers especially the small farmers fumed negatively on the services render to the farming communities by the extension workers. They complained bitterly that that the services only relevant to the large-scale farmers. But, those farmers operating large-scale farms are very few in the rural areas.

The extension process in the State is to convince farmers to increase agricultural production technique. All farmers are target for extension service which is primarily educating the farmers. The assumption is that atrigger mechanism will be set in motion and the diffussion as well as intended innovation will spread to most other farming families in the communities.

This mechanism failed to achieve the objective because the small farmers needs or problems toward increase in agricultural production were not solved. The extension officers only attended to rural elites - the politicians, progressive farmers, teachers and not the small illiterate farmers.[12]

C. Impact of Small-Scale Industry

There is a question on whether small-scale industry contribute to rural transformation in the rural areas. The answer is (Yes).

There is the need to join efforts of various occupation and not on concentrating in provision of agricultural inputs only. The blacksmiths, carpenters, brickmakers, plumbers,

TABLE 13

SUMMARY OF PERFORMANCES OF LOCAL GOVERNMENT IN KADUNA STATE
1981 - 85 RURAL DEVELOPMENT PROGRAMMES:

SECTOR	B/Gwari	Daura	Dutsin-Ma	Funtua	Ikara	Jama'a	Kachia	Kaduna	Kankia	Malum-fashi	Mani	S/Naka	Zaria	Katsina	Total
Agriculture	-	0.233	0.154	-	-	-	-	-	0.010	-	-	0.051	-	-	0.448
Livestock	-	0.637	0.094	-	-	-	-	-	0.034	0.132	0.035	-	-	0.008	0.340
Forestry		0.011	0.028	-	-	-	-	-	0.010	-	-	0.002	-	0.011	0.133
Fishery	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Commerce and Finance	-	-	-	-	-	-	-	-	0.068	0.040	-	0.059	-	0.035	0.202
Power	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Transport	-	-	0.312	-	-	-	-	-	0.384	0.673	0.735	0.167	-	-	1.670
Education	-	0.043	0.583	-	-	-	-	-	0.242	0.516	0.152	-	-	4pro	1.536
Health	-	0.100	0.250	-	-	-	-	-	0.238	0.021	0.011	-	-	-	0.520
Information	-	-	0.28	-	-	-	-	-	0.040	0.025	-	-	-	-	0.92
Social Devt. and Sports	-	0.025	-	-	-	-	-	-	-	-	0.014	-	-	-	0.039
Water Supply	-	-	0.050	-	-	-	-	-	0.101	0.055	0.066	0.020	-	-	0.242
Town Plan	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Community Development	11pro	-	0.60	-	-	4pro	3pro	-	0.100	0.081	0.060	-	-	0.126	0.142
General Administration	-	0.48	0.024	-	-	-	-	-	0.027	0.003	0.025	0.381	-	-	0.210

urce: Progress Reports: Fourth Development Programme (1981-85), Kaduna State and Self Computing.

electric fitter, painters in their co-operative efforts have stiumlated rural transformation in different capacities.

The number of small-scale enterprises in various areas of Kaduna State from the data available are as follows:

TABLE 14

Number of Small-Scale Industries

Birnin Gwari Administrative Area	-	120
Daura Administrative Area	-	218
Dutsin-Ma Administrative Area	-	143
Funtua Adminiatrative Area	-	565
Jama'a Administrative Area	-	262
Kaduna Administrative Area	-	2,017
Katsina Administrative Area	-	962
Kachia Administrative Area	-	354
Saminaka Administrative Area	-	216
Zaria Administrative Area	-	1,758
Total:		6,617

Source: Field Survey.

We gathered the following reasons for lack of success in small scale industries:

Using money borrowed for enjoyment or personal benefits

Limited assistance by the government

Lack of business ability

Difficulties in organization (Lack of Spare Parts)

Changing place of living or going out of business for an important post in the urban areas or country.[13]

TABLE 15

DISTRIBUTION OF EMPLOYEES ON SELECTED SMALL SCALES INDUSTRIES

TYPES/DIVISIONS	B/GWARI	DAURA	DUTSIN-MA	FUNTUA	JAMA'A	KACHIA	KADUNA	KATSINA	SAMINAKA	ZARIA	TOTAL
1. Bicycle Repair	4	2	10	15	4	2	49	24	4	15	129
2. Black Smith	2	2	22	2	-	1	25	14	1	6	75
3. Carpentry	6	4	2	17	11	2	72	21	2	180	315
4. Dry Cleaning	4	1	1	4	1	1	13	8	1	13	47
5. GoldSmith	2	1	1	3	-	1	4	8	-	12	32
6. Painting	3	1	1	19	1	2	86	8	-	11	132
7. Photography	4	2	2	2	1	4	14	9	2	17	57
8. Printing	1	1	-	3	-	1	52	6	-	8	73
9. Radio Repairer	3	2	3	4	2	2	40	7	4	17	84
10. Vulcanizing	3	2	1	3	2	2	40	9	2	14	78
11. Shoe Repair	5	4	4	10	4	6	82	12	7	22	156
12. Tailoring	12	6	6	65	4	3	89	27	4	437	654

From the list supplied by the Ministry of Economic Development, Kaduna.

D. Impacts of Rapid Growth of Population:

Study findings further demonstrate that the State have experienced dramatic increases in population in recent years. Among the factors associated with rapid increases in rural population are the low opportunity cost of child bearing in societies lacking in employment opportunities for women. This main factor could be easily identified even with new comers to the State. Nearly all the women are permanent housewives. We also gathered that religion played a part in the subjective nature of the women. They are religiously forbidden to interract freely in the society. As a result of this attitude, they continue to bear children without adequate care on the impact of increase in population in the society.[14]

Whatever other reasons advance for the rapid rate of populati growth in the State, this actually contribute to the low standard of living in the rural areas.

TABLE 16

Population in Kaduna State

Year	Population
1963	4,098.2
1970	4,872.7
1975	5,511.8
1980	6,236.1

Source: Statistical Year Book 1975, Kaduna.

As we can see above, the population of the State is increasing in the years 1975 - 80 by about seven hundred thousand people. The increase differs considerably between local government areas. The lowest increases are in Birnin-Gwari (About five thousand people) and the highest in Dutsin-Ma (about 77 thousand people), in Katsina (75.1 thousand), Funtua (74.3 thousand).[15]

Our assumptions about the rapid of population growth in the rural areas have the following effects:

> It leads to a family size generally too large for the level of resources available; It also implies the existence of of negative standard of living in relation to the per capita income of farm families; The high dependency ratio adversely. The high dependency ratio adversely affects rural-consumption levels as well as saving; It also limits the prospect of a good education for rural children, and more expenditure on the part of the government that provides free education at certain levels in the State.[16]

In conclusion of our study findings, the State governments, both the State and the Local Government have not satisfactorily implemented their policies to develop backward areas within the State. Appropriate conditions have not been sufficiently created for promotion of standard of living of the rural population.

It means that the government has not given top priority to the rural population in provision of water, electricity, transport, education, communication links and other necessary facilities in its development programmes.

FOOT NOTES

1. Information collected from the Information Officer in the Ministry of Agriculture, Ministry of Economic Development and other top functionaries in the State Civil-Service/ programmes executing agencies.
2. This definition of Rural Development must be accepted as it is given.
3. Researcher's personal observation on Ministries, Parastatals, Corporations and other Rural Development Agencies in Kaduna State.
4. Ibid.
5. Ibid.
6. Information collected from the Villages in Bomo Village.
7. Researcher's personal observation on the projects of the Directorate for Foods, Roads and Rural Infrastructures in the State.
8. Information collected from Progress Reports, Local Government Authorities, and personal observation on health facilities in the rural areas.
9. Information collected from Progress Reports, Local Government Authorities, and personal observation on health facilities in the rural areas.
10. Extracted from personal interview with Bomo Village Development Association's President.
11. Kaduna State - Fourth Development Programmes; (1981-85) 1st Three Years Progress Reports. Ministry of Economic Development and Planning Kaduna, pp. 112 - 114.

12. Research's personal observation on the performance of the Extension Workers in the farming communities in Kaduna State.
13. Industrial Potentialities in Kaduna State, 1975, Ministry of Economic Development and Planning, Kaduna and information collected from surveyed areas.
14. I have started to observe this rural dwellers problems as a student since 1983 in Kaduna State and this continue till today.
15. See the Statistical Year Book 1975, Kaduna, pp.17-18.
16. Information collected from various documents on problems of growth on population to the standard of living of less develop areas.

CHAPTER FIVE

POLICY RECOMMENDATIONS FOR EFFECTIVE RURAL TRANSFORMATION IN KADUNA STATE

There is no universally prescribed methods or strategies of promoting rural development. As a result of this assumption, there are many methods or strategies adopted in various countries to achieve positive rural transformation.

According to Mabogunje, rural development has two dimensions that must be taken into cognisance if success is to be maximised. These are ideological and methodological dimension.

Ideological dimension emphasize the nature of society to be created. In other words, the formulation and implementation of development policies must be based primarily on clear social objectives we intend to achieve. Which type of society do we intend to create, for example, create a society characteristic of inequality or where few people participate in development programmes. Also, we look at the consequences of development policies on the target rural population.[1]

The second dimension which is the methodology, refers to the methods of achieving the ideological dimension. There are various methods achieving this dimension. These include, community development, settlement schemes, land reforms, agricultural development, provision of welfare or social services like education, electricity, small scale industries and decentralisation of government authority.[2] As a new drive to rural transformation, the following approaches to achieve integrated rural development are recommended for the State.

A. Integrated Supply of Farm inputs and Marketing Facilities:

Agriculture is by far the predominant occupation in the rural areas and that any viable plan to raise rural productivity and incomes must start with programmes that will raise farm-productivity and income.

(i) The timely provision of required quantities of fertilizers, sees, mechanical equipment and pesticides well suited to particular environment;

(ii) The development of an effective extension system that provides useful farm management advise and is divested of all non extension duties;

(iii) An integrated extension research training system that ensures a two way link between the researchers in the research institutes and those who apply research results in the field together with a training component;

(iv) An extensive net-work of feeder roads to ensure prompt delivery of farm inputs and evacuation of farm produce;

(v) Supportive farm credit which holds the key to the timely purchase of farm inputs by the majority of small holders at the time they need them; and

(vi) Finally, supportive institutional mechanism at the zonal and grassroot levels.

The gains from increased farm productivity and incomes will be negated unless complemented by the development of processing and marketing facilities (markets, market structures, on farm and off-farm storage facilities, market information, renumerative

prices and others).

The implications of this method for project design include the following:

An initial inventory not only of crop production patterns and resources profiles but also a clear understanding of the existing structures, conduct and performance of food and fibre markets in the project area.

A clear grasp of production and marketing constraints in project area. Specification not only of plan, but also of a marketing and incomes in rural areas in a reflection of the prior distribution of the underlying sources of income, that is, items of wealth. Inequalities in wealth items results in inequalities in personal incomes. To the extent that there is little variation in the stock of human capital in rural areas, most of the variability in pre-project personal incomes must therefore be explained by variability in non-human, physical wealth items.

B. Equitable Integrated Supply of Farm Inputs and Marketing Facilities

This approach require that post-project distribution of personal incomes is at least as equitable as the pre project one, certainly worse. The source of future incomes streams related to project execution include:

(i) Access to organic fertilizer, seeds, pesticide and mechanical equipment;

(ii) Access to credit facilities especially where rural areas are characterized by imperfect capital markets;

(iii) Contacts between farmers and extension agents, at input distribution centres, betweenfarmers and commercial banks and other financial institutions, all of which

become invaluable wealth items or sources of income flows;

(iv) Access to land and other fixed productive assets; **and**

(v) The ability to absorb and decode information about new inputs, new management practices as well as new market opportunities.

This approch emphasizes equalization of access to these sources of increamental income earning and a reduction in wealth and income inequalities with the project areas. The implications of this method for project design include:

Adequate supplies of the requisite input packages to minimize differential accessibility based on non-price allocative criteria. An extension and farm management advice package that would reach all income and farm size strata. For example, the provision of farm plan services and recommendations to commercial banks for credit facilities should cut accross farm size strata and not be confined to only the large-scale farmers.

Furthermore, it includes institutional mechanisms for ensuring that non-returns per hectare are not permanently lower on the small holdings of the majority of peasant farmers.

Finally, institutional safe guards to ensure that the peasant majority are not heavily indebted to rural money - lenders in the course of rural development.

The prosecution of Integrated Rural Development Projects in this approach should result in enhance wealth and income equalities among farmers. They should also enhance income - equality for those engaged in processing and distribution. The gains from

incremental food and fibre production should not be lost to the few operatives who have the necessary capital to enage in food processing and marketing. Incremental food production through Integrated Rural Development Projects leaves limited gains when marketing and distribution inefficiencies lead to large retail-farm gate price spreads or excessive profits for those engaged in distribution.

C. Integrated Farm/Rural Non-Farm Production and Marketing

This method embraces rural non-farm as well as farm production and distribution, together with income distribution and considerations. It contains the same elements as in the second method discussed above, except that it now incorporate non-farm rural economic activities.

This approach recognizes that rural man, even within strict domains of material well-being engages in rural non-farm activities as well as food and fibre production. An Integrated Rural Development method seriously addressing the rural income and poverty issue should, in addition to the elements of method 1; include:

(i) Identification of those rural non-farm industrial goods and services, the demands which are income elastic and which have a market potential as incremental incomes from food and fibre production are realized;

(ii) Identification of the main constraints in the production, marketing and distribution of rural industrial goods and services;

(iii) Specification of package of new technology appropriate for small-scale rural industrial enterprises; and

(iv) An effective rural industrial liason service aimed

at raising allocative efficiency, productively and industrial output.

These industrial enterprises include: Food (Food processing and baking); textile and weaving apparel (spinning and weaving, dyeing, mat making, tailoring, shoe making and repair); Wood (carving, carpentry); Metal (goldsmithing, blacksmithing, Welding and fitting); Repair-Services (radio, vehicle and watch) and building (Mansory, plumbing, electrical fittings) and pottery and other small scale industrial works.

In addition to growth, subject to any economies of scale that may exist, this method emphasized equality of access to working capital (value of inventories of finished goods and goods in process, as well as cash on hand), equipment (tools, machines, and furniture) and buildings. Equality of access to the new market opportunities ensures that new income earning opportunities are not contracted in the hands of the lucky few.

D. Integrated Supply of Farm and Rural Non-Farm Inputs, Marketing and Social Amenities

This approach includes all the elements mentioned in method C, above together with the integrated supply of social amenities including;

(i) clean drinking water

(ii) basic health and medical facilities (hospital, maternity and health centres, dispensary and so on).

(iii) educational facilities (primary and secondary schools, adult education centres and others;

(iv) any rural electrification schemes.

This approach incorporates social amenities in Integrated Rural Development programmes for two main reasons. Firstly, the contribute towards farm/rural non-farm production and distribution

activities and secondly, they, on their own enhances the quality of life.

E. Integrated Rural Development and the Political Process

This embraces the development of required institutional infrastructures that will ensure that the benefits of economic progress filter down to the rural majority. For example, the active encouragement of farmers' co-operative/farmers' Unions that will effectively engage in farm input-supply and distribution produce marketing processing and so on.

Encouragement of institutional mechanisms that will enhance the political awareness and consciousness of rural residents as a basic for enlightened, rational political choices.

The active representation on the political activities of the State on rural interests as well as the active involvement of rural people in major political decisions about types of rural development strate s.

The involvement of rural people in all rural-urban linkages. Also the - recognition of the rural resident first and foremost as an individual citizen, entitled, like his urban counterparts, to all the good things of life and their bringing him fully into the stream of special progress.

Finally to conclude this chapter, there is need for health, conducive atmosphere and supportive political attitude. The success of any development policy depend not only on adequate institutional arrangements and provisions but also on the conscious nature of relevant political attitude. In the final analysis, with effective choice of rural development strategy backed by strictly enforced political system of discipline, success will actually be achieved on improving the standard of living of individual.

The success of rural transformation will depend on political education of the rural population. The control of that education should emphasise the rural dwellers right to participate meaningfully on formulation and implementation of development policies in their domains. This is the only way to ensure positive responses from the rural population.

FOOT NOTES

1. MABOGUNJE AKIN: The Development Process: A Spatial Perspective. Hutchinson University Library for Africa. Hutchinson and Co.(Publisher), 1980. pp.118 - 120.

2. Ibid. pp.118 - 120.

CHAPTER SIX

CONCLUSION

A. Summary of Research Findings

The objective of evaluating any policies or programmes is to know the extent of their impact on the target population. Both quantitative and qualitative techniques were used and a critical intepretation of data collected to measure the standard of living of the rural communities in Kaduna State. This is in terms of level of satisfaction derives from such programmes.

The results of this study suggest that the government adopted direct approaches in its efforts toward rural transformation. velopment programmes or policies were imposed on the rural communities irrespective of their expressed needs or grievances. The planning and implementation of programmes were centralised government activities.

the findings from the study also indicate that the majority of the rural dwellers are still poor and deprived. Their povery circle contributes to their persistent illiteracy. Poverty and illiteracy have adverse effects on their health. Their deprivation is reflected in the often shabby houses and environments they are forced to live in. This leaves them vulnerable to exposure to the ravages of wealth and other natural disasters. Poor health is reflected again in their protein deficient diets and quite often disease infested water. Other indicators of poverty and ill ·ath manifest themselves in the huge numbers of poorly clothed, malnourished children, who normally provide cheap labour in the never ending icultural activities by the young and old males which seldom yie adequate returns.

It was further observed that despite government efforts in the rural areas to provide rural education, some schools still lack basic equipments. They are severely understaffed because teachers refuse to serve in these areas. Consequently teachers in rural schools are largely unqualified.

This study also revealed the pathetic conditions of the feeder roads constructed by the Directorate of Food, Roads and Rural Infrastructures. These roads are not conducive or poorly constructed for rural dwellers to transport their farms and other goods to the urban areas. This lack of roads keeps rural dwellers isolated. There is little incentive even if they are able to produce more than what they need for themselves because it is very difficult to dispose of excess produce for profit or otherwise. They are cut-off from the urban centres, out of sight and out of mind.

A summary of the health facilities available for the rural population has been attempted. This lack of facilities, hygenic living condition and safety practices leave rural dwellers prey to debilitating diseases and early mortality. Furthermore, the lack of commercial centres and banking system, limit their choices of occupation and deprives them of extra money needed to improve their incomes.

Our findings summarily revealed further more, that there is no hope presently for the rural dweller to participate in the formulation and implementation of rural development policies announced by the government. This was demonstrated in the findings from the agricultural development projects in the State. The projects are highly capital intensive. An example of this is the Funtua Agricultural Development Project dominated by the

foreign financial institutions. It involved large-capital outlays to manage these projects. If it had been only labour intensive, it would involve the participation of many rural dwellers.

B. Summary of Recommendations

(i) Development of effective and efficient channels to be used in allocation of public resources to the rural dwellers:

A final task of this study is to recommend effective and efficient channels to be used in allocation of public resources to raise the standard of licing of the rural population. The problems that need emphasize here, is that unless the government takes cognizance of the structures of the rural areas, the resources going to the rural populace will be concentrated in few hands.

It has been indicated in our findings that two groups of peasants operate in the rural areas. The rich and the poor peasants. The rich peasants operate as commercial farmers employing labour, rent farm machinery, have access to bank loan, operate as well as small-scale manufacturing businesses. These are the farmers the government called progressive farmers. They are not conservatives. They are capitalist farmers who are the beneficiaries of government [illegible] and other rural development incentive packages in the rural areas.

The poor peasants are the small-scale farmers or farm labourers who for lack of capital mainly employ their labour and simple farming tools. The implication of the above analysis that the poor people in the rural areas need government assistance to promote their standard of living. the methods being used to allocate resources do not permit such resources to reach people who need it most. The government must be strick and fair in terms of allocation of socio-economic resources such as health,

education, electricity, transport, water and agricultural inputs in the rural areas.

(ii) Development Approaches to the Farmers must be integrated with their realities:

The rural dwellers must be involved in establishing the rationale on how their communities are evaluated and how answers are arrived at. This implies that any government assistance, technical, finance, management, must be co-ordinated and integrated with the self expressed needs of the people by the people themselves. He must always generate ideas, suggest alternatives, but decisions must be made by the communities, the farmers and the business units. This is the essence of growth. We are rejecting the necessity for experitse from the centre or above because the rural units also possess expertise. It has been demonstrated successfully in this research work work that rural farm decision-making is often more efficient than a computerized system, especially with respect to maximizing productivity within their pecular resource endowment.

The government must take adequate measures to stop these programmes being self-enriching for bureaucrates and the ruling power elites who have access to public resources meant for all. Furthermore, the programmes must be truly comprehensive, treating all the social and economic problems of the rural areas, instead of the usual disjointed approach to programmes, planning and implementation.

As a final recommendation to conclude this chapter, the government ought to take into consideration the research findings and data of this study and that of research institutions in its

future development planning processes - up-to-date information on the rural dwellers from the research institutions must be possessed by the government and other rural development agencies in the State. So that viable planning based on realistic information can be drawn up.

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APPENDIX A

SAMPLES OF QUESTIONNAIRES FOR THE BUREAUCRATES (GOVERNMENT OFFICIALS) IN KADUNA STATE

1. What in your opinion are the rationales for establishing this Ministry: - (Tick the appropriate).

   - For the development of the country/State.
   - To ensure rapid development of the local community
   - To stimulate Local involvement.
   - To ensure better provision of facilities in the local communities
   - To control anomalies and local petty jealousies and ensure fair play and equitable distribution.
   - Financial reasons - the Government has more money and materials than the local government or individuals.
   - To supply qualified personnel/expertise/technical know how.

2. What are the objectives of rural development?

   Tick the appropriate:- (Tick the appropriate)

   - Provision of Social Amenities e.g. Wells, Clinics, Electricity, Toilet facilities, Schools.
   - Provision of economic opportunities e.g. credit, market, equipment, farm inputs.
   - Provision of infrastructural opportunities e.g. industries, roads, dams, culverts.
   - Prompt attention to Local needs/problems
   - Provision of food at cheaper prices/lower cost of living
   - Better education/training for greater local participation.
   - Others specify.

3. At what stage is your Ministry involve in the Rural Development Programmes (Tick the appropriate)

- Pre-Planning
- Planning
- Implementation
- Evaluation
- Replanning
- No Stage

4. Please rank in order to importance to you the following constraint factors on rural development policy implementation in this State:-

- Illiteracy
- Manpower
- Technology
- Finance
- Substance production
- Land Tenure system
- Political reasons
- Population

5. Would you say the approaches adopted by the government/State toward rural development is -

[ ] Very relevant

[ ] Relevant

[ ] Barely relevant

[ ] Relevant

[ ] Irrelevant

6. How would you rate the implementation process of the government rural development programmes

[ ] Very adequate

[ ] Adequate

[ ] Inadequate

[ ] Very inadequate

7. Do you think that Rural Development Programmes should have central government/State interventions?

Yes [ ] No [ ]

If Yes,

8. Why do you think so?

_____

_____

_____

If No,

9. Give reasons

_____

_____

_____

10. Do you think that the State Government in pursueing collectively the goals of development with local government, exercising greater power and influence in determining the nature and direction of such collective efforts?

Yes [ ] No [ ]

If Yes,

11. Why do you think so?

_____

_____

If No,

12. Give reasons

_____

_____

13. Do you think Local Government Functions can be performed more efficiently and effectively without State intervention

Yes [ ] No [ ]

If Yes

14. Why do you think so?

_____

_____

15. Give reasons

_____

_____

16. Do you have any bodies, or persons responsible for policy formulation and implementation in your Ministry/organisation?

Yes [ ] No [ ]

If Yes

17. What are the processes involved in such policy formulation and Implementation

_____

_____

18. What programmes or activities your Ministry/organisation embarked upon toward Rural Development within the period 1977-87.

(Mention at least three things)

1. _____
2. _____
3. _____

19. What basic problems encountered by your Ministry/organisation in implementing the Rural Development programmes (Mention at least 3 things)

1. _____
2. _____
3. _____

20. What suggestions would you make to the government for better conditions of life for the rural dwellers

1. _____
2. _____
3. _____

APPENDIX B

SAMPLES OF QUESTIONNAIRES FOR THE RURAL DWELLERS IN KADUNA STATE

1. Do you feel that government/State officials understand the problems of the rural people?

   Yes [ ] No [ ]

   If Yes

2. Why do you think so?

   1. _____

   2. _____

   3. _____

   If No.

3. Why not?

   1. _____

   2. _____

   3. _____

4. Do you think your Local Government/Council is doing enough for your village?

   Yes [ ] No [ ]

   If Yes

5. What has it done

   1. _____

   2. _____

   3. _____

   If No

6. What would you like it to do? (Mention 3 things)

   1. _____

   2. _____

   3. _____

7. Have you heard of the Ministry of Local Government and Community Development?

Yes [ ] No [ ]

If Yes

8. Mention 3 things which the Ministry does

1. _____

2. _____

3. _____

9. What else would you like the Ministry to do?

1. _____

2. _____

3. _____

10. Have you heard of the Ministry of Agriculture?

Yes [ ] No [ ]

If Yes

11. Mention 3 things which the Ministry does

1. _____

2. _____

3. _____

12. What else would you like the Ministry to do

1. _____

2. _____

3. _____

13. Has any Officer/representative of the Ministry ever been to work in this village?

Yes [ ] No [ ]

If Yes

14 What did he/she come to do?

15. Does he/she continue to come here?

Yes [ ] No [ ]

16. On the whole are you satisfied with the activities of the Ministry in your local community?

Yes [ ] No [ ]

17. What contribution do you think the local people themselves can make towards the improvement of their local community?

18. Please tick the appropriate from the following programmes your area benefitting from since 1977.

- Electricity
- Water supplies
- Health facilities
- Recreational facilities
- Banks
- Others specify

19. Do you think people are given enough opportunity by the government/State to initiate their own projects

Yes [ ] No [ ]

If Yes,

Why do you think so? _____

If No, Give reasons _____

20. Do you think there are enough channels for the rural people to express their needs grievances to government/State officials?

Yes [ ] No [ ]

If Yes, why do you think so? _____

If No, Give Reasons _____

Appendix vi

DATA SHEET FOR CORDON COUNT, KANO CBD PARKING SURVEY 1997

TRAFFIC FLOW DIRECTION: PLEASE SKETCH LOCATION ON BACK OF NUMBER 1

MARK/IN COLUMN FOR EACH VEHICLE OBSERVED USE FRESH FORMS FOR EACH HOUR (TIME PERIOD)

OBSERVATION STATION:_____ DATE_____ DAY_____

~~TIME~~ BUSES	BYCLE/M-CYCLES	CARS/TAXIS	PICKUP DELIVERY	TRUCKS VANS	TRUCKS LARGE
7 - 8a.m					
8 - 9					
9 - 10					
10 - 11					
11 - 12					
1 - 2p.m					
2 - 3					
3 - 4					
4 - 5					
5 - 6					
6 - 7					
7 - 8					
8 - 9					